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APPENDICES

TO THE

REPORT OF THE PUBLIC SERVICE COMMISSION,

1886-87.

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CALCUTTA:
PRINTED BY THE SUPERINTENDENT OF GOVERNMENT PRINTING, INDIA.
1888.

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APPENDICES

TO THE

REPORT OF THE PUBLIC SERVICE COMMISSION, 1886-87.

APPENDIX A.

RESOLUTION OF THE GOVERNMENT OF INDIA APPOINTING THE PUBLIC SERVICE COMMISSION.

No. $\frac{34}{1573-98}$, dated Simla, 4th October 1886.

RESOLUTION—By the Government of India, Home Department.

RESOLUTION.—A prolonged correspondence has taken place with Her Majesty's Government on the subject of the system under which Natives of India are admitted either to the Covenanted Civil Service under the Statute 21 & 22 Vic., Cap. 106, Section 32, or under the Statute 33 Vic., Cap. 3, Section 6, to offices formerly reserved exclusively to members of that Service. As a result of this correspondence, Her Majesty's Secretary of State has recently accepted a suggestion made by the Government of India that the question of the admission of Natives of India to such service and offices should be reopened and carefully considered, and has requested that a Commission should be appointed in India for that purpose. He has also expressed a desire that the enquiry to be made by the Commission should extend, not only to the admission of Natives to the offices referred to above, but to their employment in all branches of the public service connected with the civil administration of the country. From the subjects to be referred to the Commission, all questions connected with the conditions on which English candidates are admitted to the Indian Civil Service examination in England are excluded.

In regard to the constitution of the Commission, the Secretary of State indicates his view that it should include a proportion of Native members, which may sufficiently represent the different classes and modes of thought in India, and that it should also include a trained English lawyer, if possible, of judicial experience. In regard to its object, the Commission would, broadly speaking, be required to devise a scheme which may reasonably be hoped to possess the necessary elements of finality, and to do full justice to the claims of Natives of India to higher and more extensive employment in the public service. The Governor General in Council fully and cordially accepts this decision, and in accordance therewith has resolved to appoint a Commission for the purpose of giving effect to it. In making the suggestion which has now resulted in this decision, the Government of India expressed the belief that any scheme to be entirely satisfactory would require Parliamentary legislation hereafter. It may be further remarked that the investigations of the Commission now to be constituted will be preparatory to the Parliamentary enquiry into Indian affairs which it is the intention of Her Majesty's Government to undertake at an early date.

2. As regards the composition of the Commission, the Governor General in Council, in view of the scope of the enquiry and the magnitude and variety of the interests involved, considers that the matter can be best dealt with by a Commission consisting of about fifteen members, including the President, for which office His Excellency in Council has selected the Hon'ble Sir Charles Aitchison, K.C.S.I., C.I.E., Lieutenant-Governor of the Punjab. The Governments of Madras, Bombay, Bengal, and the North-Western Provinces with Oudh will each be invited to submit the names of three officers whose personal experience of the actual working of district administration (including, as far as possible, in that term both executive and judicial branches) has been sufficiently varied and extensive to entitle them to speak with authority upon that subject for their own Provinces. From the names thus sub-

mitted, the Governor General in Council will select a representative for each of the four Provinces above mentioned. The Punjab will be represented by the President. With a view to ensure the proper representation of Native opinion on the Commission, the Local Governments named should at once take such steps as may, in their opinion, be necessary to ascertain the persons regarded as most completely representative of Native opinion, and as commanding the widest confidence amongst their fellow-countrymen; and the Governor General in Council would be glad to be furnished, as soon as may be found possible, by each of the above Local Governments with the names of not less than three gentlemen, being Natives of the Province concerned, who are considered best fitted to represent on the Commission the several classes and modes of thought in the Province. From the names so submitted, His Excellency in Council will choose four Provincial representatives, and he will also reserve the power of making, after due consideration and enquiry, additional nominations, with a view to the more complete representation of Native views. A representative of the non-official European and of the Eurasian community respectively will be selected by the Governor General in Council, and to this end the Local Governments mentioned above are requested to submit the names of the gentlemen who, in their opinion, would best represent the views of those communities respectively. His Excellency will also appoint a delegate on behalf of the Government of India and a trained English lawyer of judicial experience. The duties of Secretary of the Commission will be performed by Mr. F. C. Daukes, one of the Under-Secretaries to the Government of India, who will be specially deputed for this purpose.

3. The enquiry is to embrace the employment of Natives of India not only in appointments ordinarily reserved by law for members of the Covenanted Civil Service, but also in the Uncovenanted Service generally, including in this term the lower administrative appointments, executive and judicial, and all special Departments connected with the civil administration of the country. The enquiry thus contemplated is not only one of great magnitude and importance, but such as requires a careful preliminary collection of facts. Such an investigation has already been made in regard to the class of appointments hitherto ordinarily reserved for the Covenanted Civil Service, and in regard to uncovenanted executive and judicial posts; but no such investigation has been prosecuted in the case of other branches of the public service. For these reasons, and also because the constitution of a Commission, settled rather with reference to the considerations likely to arise in connection with the posts above referred to, might not be altogether suitable for an enquiry into special branches of the public service, it seems desirable that the two matters should be separately dealt with. For the present accordingly, the Government of India thinks it well that the Commission should direct its attention mainly to the question of the conditions under which Natives of India should be employed in the posts which are ordinarily reserved for the Covenanted Service, and to questions relating to the admission of Natives of India and Europeans respectively to those branches of the Uncovenanted Service which are directly engaged in the executive and judicial administration of the country. The enquiry in regard to other branches of the public service will thus be postponed until the more important question has been dealt with. It may afterwards be convenient to reconstitute the Commission with a view to enable it to deal with the remaining questions, which are more or less technical in their character, and for a proper settlement of which it is essential that recourse should be had to the professional opinion of experts.

4. With reference to the preliminary collection of facts declared in the foregoing paragraph to be a necessary preparatory step in this enquiry, it must here be stated that the question of the proper strength of the Covenanted Service has already formed the subject of careful examination, and important decisions upon it have been arrived at by the Government of India in communication with Her Majesty's Secretary of State. All relevant papers bearing on this question will be laid before the Commission, and it is believed that, in view of the discussions which have already taken place, and the conclusions which have been come to, there will be no necessity to go over the same ground again. The Commission, however, is not precluded from reviewing the facts thus collected or the conclusions thus arrived at. Accordingly, should it find, in the course of its investigations, reason for thinking that a further limitation in the number of posts reserved by law for the Covenanted Service is desirable, or that the larger employment of Natives of India in particular offices or classes of offices connected with the civil administration not now usually held by them may be conducive to the public good, either absolutely or on condition of the freer admission of Europeans to offices from which they in their turn are now excluded, it will not be debarred from submitting any recommendations it may desire on such points. These, however, should be regarded as supplementary points, and the most important duty of the Commission in this portion of its enquiries will be to consider the means best adapted to secure the admission of competent Natives of each Province of India to such full proportion of the Covenanted Service employed in that Province as may not, under the orders of Her Majesty's Government, be reserved for Europeans.

5. As regards the scope of the enquiry to be entrusted to the Commission, it may further be stated that the investigation should not be confined to the rules framed under the Statute 33 Vic., Cap. 3, Section 6, but should be instituted with a view to Parliamentary legislation, if necessary. It is not possible to specify at the present moment with any approach to completeness the various points which should come under the consideration of the Commission, but attention may be drawn to the great importance of conducting a careful enquiry into the evidence as to the existence and extent of any dissatisfaction which may be felt by the Native community in regard to the existing Statutory Service; into the grounds upon which any such feeling, if it prevails, is based; into the question whether it is the Statute of 1870 itself that is objected to, or the rules framed under it; and into the results of the selections made under the Statute. It may be observed that the Statute of 1870 is one of remarkable breadth and liberality; that it empowers the Government of India and the Secretary of State acting together to frame rules under which Natives of India may be admitted to any of the offices hitherto reserved to the Covenanted Civil Service; and that it would appear that there is practically no method of selecting Natives for higher employment in India which its provisions would not allow to be attempted. The grounds, therefore, of any objection to a Statute of this character require careful scrutiny.

6. It has been suggested that the Act of 1870 is open to objection, because it admits persons to specific appointments only, and not to membership in an organized "Service." The reasons for this desire to be enrolled in a Service should be fully weighed, and it should be considered how far the privileges of pay, promotion, and retiring annuity, which Indian public servants enjoy through belonging to the Covenanted Civil Service, and the conditions generally under which they hold their offices, are suitable to Natives of India obtaining office under the Statutory Rules. It appears to be expressly suggested that the Act of 1870 is unpopular, because a person appointed under it draws, according to the rules laid down, pay at a lower rate than if he were a member of the Indian Civil Service appointed after competition in London. This point will require serious consideration from the Commissioners, because, among other reasons, it raises an important question as to the financial saving which, it is generally supposed, will arise from the more extensive employment of Native gentlemen in the public service.

7. If it be found on enquiry that it is the Statutory Rules which excite dissatisfaction and not the Statute itself, the grounds of such dissatisfaction should be closely examined. It will be most useful to ascertain, for example, whether the communities of the various Provinces, and specially the classes from which Native public servants are commonly drawn, disapprove of selection in any form, with or without probation: whether competition of some sort is the only mode of selection which commends itself to them; and whether they think that a combination of both systems possesses advantages, more especially with regard to the promotion to higher office of deserving members of the Subordinate Executive and Judicial Services. It is scarcely necessary to remark that in a country of such extent as India, inhabited by a population so vast and various, and of such unequal civilization, the evidence taken on these points, to be of real value, should be collected over a wide area and from numerous classes of people.

8. In connexion with the question whether or not it is desirable that there should be a competitive examination in England for Natives of India, the Commission will, no doubt, fully examine into and report on the advantages and disadvantages of competitive selection in India, on the conditions of such competition, on the view which is likely to be taken of such a system by the Native community at large, and on the desirability or otherwise of requiring or encouraging candidates selected in India to proceed to England with a view to passing there a period of probationary training. If the Commissioners are favourable to the maintenance, substantially, of the present system, which permits Natives to compete in England, it will be necessary to enquire what are the limits of age for Native candidates, and what the changes (if any) in the character of their examination which the Commissioners would recommend. It has already been stated that no question regarding English candidates is referred to the Commission; but, in view of the difficulty of reconciling the systems which are respectively best adapted to the two classes, and supposing that the Commission decide on recommending the maintenance of the present system of competitive examination in England, the Commissioners should give special attention to a suggestion made by the Bengal Government that the number of Native probationers to be selected by competitive examination in London should be first fixed, and that the Native candidates should be selected by an examination separate from that of the Europeans, and specially adapted as regards limits of age and otherwise to the conditions of Natives of India.

9. With regard to the question of affording facilities to Natives of India to proceed to England to compete for the Indian Civil Service, the Commissioners will doubtless be able to obtain much valuable evidence from an enquiry on the following points: (1) whether there is

reason to believe that the young Natives obtained under the existing system of the open competition in England for the public service in India are the best as regards character and capacity who could be got for it under any system; (2) whether such a system is favourably looked upon by large and important classes in India; and (3) what is the relative weight to be attached to recent representations which affirm the general willingness of Indian youths to cross the sea for education, and to others which as strongly deny it. The British Indian Association, for example, appears to have said in a petition to Parliament that "a journey to England entails not only expense and hardship, but the loss of social position to all but the small minority who break with Indian society from personal motives, and are unable to faithfully reflect its sentiments by reason of their isolation."

10. In conclusion, the Governor General in Council would observe that he has no desire to fetter the discretion of the Commission as to the particular method of enquiry which it desires to pursue. The correspondence which has taken place with Her Majesty's Secretary of State and with Local Governments and Administrations on the subject of the Statute of 1870 and the Rules framed thereunder will be placed at the disposal of the Commission; and, with this correspondence before it, it will devolve upon the Commission to determine the particular method or methods of enquiry which may be best calculated to effect the object which the Government has in view.

A complete list of the names of the members composing the Commission will be published in a subsequent Resolution.

APPENDIX B.

LIST OF WITNESSES WHO GAVE EVIDENCE BEFORE THE MAIN BODY OR THE SUB-COMMITTEES OF THE PUBLIC SERVICE COMMISSION.

NOTE.—*The letters C.S. stand for Civil Service (Covenanted).*

MADRAS PRESIDENCY.

1.	Ahmad Mohi-ud-din, Khan Bahadur .	*Secretary to the Anjuman-i-Islamia, Madras.*
2.	Aiyangar, V. Bashyam, M. R. Ry., B.A., B.L.	*Vakil of the High Court and Junior Professor of Law in the Presidency College.*
3.	Anantha Charlu, P. C., M. R. Ry., B.A., B.L.	*Delegate of the Mahajana Sabha, Madras.*
4.	Andy, S. Pulney, Dr., M.D., F.L.S., M.R.C.S.	*Retired.*
5.	Appu Sastri, M. R. Ry. . . .	*Proprietor of the Native High School, Kumbakonam.*
6.	Branson, R., Esq.	*Solicitor, Madras.*
7.	Branson, Spring, Esq. . . .	*Barrister-at-Law, Madras.*
8.	Champion, A., Esq.	*Solicitor, Madras.*
9.	Chandu Memon Avargal, M. R. Ry. .	*District Munsif, Ottapalam.*
10.	Chentsal Rao, P., M. R. Ry. . .	*Superintendent of Stationery.*
11.	Clogstoun, H. F., Esq., C.S. . .	*Accountant General and Commissioner of State Paper Currency; Member of the Board of Examiners.*
12.	Damodaram Pillai Avargal, M. R. Ry.	*First Judge, High Court, Pudukotta.*
13.	Devanayaga Mudaliyar Avargal, Rai Bahadur, S., M. R. Ry.	*Chairman, Municipal Commission, Cuddalore.*
14.	D'Rozario, V. P., Esq. . . .	*Subordinate Judge, Palghat.*
15.	Duncan, D., Esq., M.A., D. SC. . .	*Acting Director of Public Instruction.*
16.	Elliot, E. H., Esq., B. A. . . .	*Acting Professor of History, Presidency College.*
17.	Elliot, W. M., Esq.	*Pleader, Public Prosecutor, Cuddapa.*
18.	Ellis, J. W. H., Esq. . . .	*Local Fund Engineer, Salem.*
19.	Ethirajulu Naidu Guru, C. . .	*Dubash at Messrs. Gordon, Woodroffe & Co., Madras.*
20.	Firth, J. G., Esq.	*Dewan of the Raja of Sandur.*
21.	Ganapati Aiyar Avargal, T., M. R. Ry.	*Subordinate Judge, Kumbakonam.*
22.	Garstin, J. H., Esq., C.S., C.S.I. . .	*Member, Board of Revenue, and Fellow of the Madras University.*
23.	Ghulam Zain-ul-Áb-din, Mirza . .	*Interpreter of the High Court, Madras.*
24.	Gibson, E., Esq., C.S. . . .	*Secretary to the Board of Revenue and Acting Collector of Tanjore.*
25.	Gopalaswami Mudaliyar Avargal, S., M. R. Ry.	*Mittadar of Pullapati, Salem District.*
26.	Grose, J., Esq., M.A., C.S. . . .	*Acting Third Member, Board of Revenue; Acting Director of Revenue Settlement and Agriculture; Fellow of the Madras University.*
27.	Hall, C., Esq.	*Chief Superintendent, Accountant General's Office, Fort St. George.*
28.	Hutchins, The Hon'ble P. P., C.S. .	*Judge of the High Court of Judicature; Member of the Council of the Governor, and Fellow of the Madras University.*
29.	Iqbal Ali, Syad	*Judge of the Nizam's High Court, Hyderabad.*
30.	Jones, A. M., Esq.	*Deputy Collector, Trichinopoly.*
31.	Kailasanad Mudaliyar, P. N., M. R. Ry.	*Shrotriamdar of the Chingleput District.*
32.	Krishnama Chari, S., M. R. Ry., B.A. .	*Delegate of the Serangam Club, Trichinopoly District.*
33.	Krishnaswami Aiyar, M. R. Ry. . .	*Delegate of the Tanjore People's Association.*
34.	Kunni Raman Menon, C., M. R. Ry. .	*Editor, "Kerala Patrika," Madras.*

35.	Macleane, C. D., Esq., M.A., C. S., Mus. Doc.	*Collector of Anantapore, on special duty for completing a Glossary for Vol. III of the Madras Manual of Administration; Fellow of the Madras University; Member of the Board of Examiners; Tamil Translator to Government, and in temporary charge of the office of Canarese Translator to Government.*
36.	Manavalaya, S., M. R. Ry. . .	*District Munsif, Salem.*
37.	Manavedan Raja, K. C., M. R. Ry., B.A. (*Statutory Service*).	*Acting Head Assistant Collector, Coimbatore.*
38.	Miller, Revd. W., M.A., LL.D., C.I.E. .	*Principal and Professor of Literature, Christian College, Madras.*
39.	Mir Mazhar Ali	*Delegate of the Anjuman-i-Islamia of Salem.*
40.	Mir Shujat Ali Khan (*Statutory Service*)	*Acting Head Assistant Collector, South Canara District; Fellow of the Madras University.*
41.	Mahomed Azim Sahib, B.A. . .	*Head Master of the Madrassa-i-Azam, Madras.*
42.	Munir Nawaz Jang, Bahadur, Nawab .	*Political and Financial Secretary to His Highness the Nizam's Government, Hyderabad.*
43.	Muthuswami Aiyar, The Hon'ble T., B. L., C.I.E.	*Puisne Judge of the High Court, Madras.*
44.	Narasimha Aiyar N. R., M. R. Ry., B.A., B.L.	*District Munsif, Tiruverur.*
45.	O'Sullivan, The Hon'ble P., *Barrister-at-Law.*	*Advocate General.*
46.	Ponnuswami Pillai, T. V., M. R. Ry. .	*Judge, Small Cause Court, Madras.*
47.	Rajarathna Mudaliyar Avargal, P., M. R. Ry.	*Sheristadar, Board of Revenue, Madras.*
48.	Ramachandra Rao, K., M. R. Ry. .	*Mirrassidar, Kumbakonam.*
49.	Rama Rao, The Hon'ble T., B.A., B.L. .	*Member, Legislative Council, Madras.*
50.	Ramaswami Chettiar Avargal, P., Rao Bahadur.	*Vice-President in charge of the Revenue Department, Municipal Commission, Madras.*
51.	Ramiengar, V., M. R. Ry., C.S.I. . .	*Late Dewan of Travancore.*
52.	Ranganadhar Mudaliyar Avargal, P., M. R. Ry., M.A.	*Professor of Mathematics, Presidency College.*
53.	Robertson, W. R., Esq. . . .	*Principal of the Saidapet Agricultural College.*
54.	Sabapathi Mudaliyar Avargal, A., Rao Bahadur.	*Chairman of the Municipal Commission, Bellary.*
55.	Sadasiva Aiyar, T., M. R. Ry., B.A., M.L.	*Delegate of the Triplicane Literary Society, Madras.*
56.	Sankaran Naiyar, C., M. R. Ry., B.A., B.L. .	*Vakil of the High Court, Madras.*
57.	Sherif Khan, Bahadur, Dr. . .	*Honorary Surgeon, Triplicane Dispensary, Madras.*
58.	Sivaswami Aiyar, P. S., M. R. Ry., B.A., B.L.	*Vakil, High Court, Madras (Delegate of the Mylapore Athenæum).*
59.	Smith, C. Michie, Esq., B.SC. . .	*Professor of Science, Christian College, Madras.*
60.	Somasundra Chettiar Avargal, M. R. Ry.	*Merchant (late President of Patchappa's Trustees), Madras.*
61.	Srinivasa Raghavaiyangar Avargal, S., M. R. Ry., B.A.	*First Uncovenanted Assistant to the Board of Revenue, Madras.*
62.	Srinivasa Rao Avargal, M., M. R. Ry., B.A., B.L.	*Vakil, High Court, Madras.*
63.	Srinivasa Rao, P., M. R. Ry. . .	*Judge, Small Cause Court, Madras.*
64.	Stokes, The Hon'ble H. E., B.A., C.S. .	*Acting Chief Secretary to Government; Additional Member of the Council of Fort St. George for making Laws and Regulations; Fellow of the Madras University.*
65.	Stuart, G. H., Esq., M.A. . . .	*Acting Principal, Presidency College, and Professor of English Literature.*
66.	Subba Rao, T., M. R. Ry., B.A., B.L. .	*Vakil of the High Court, Madras.*
67.	Subramaniya Aiyar, The Hon'ble S., B.L.	*Member of the Legislative Council, Madras.*
68.	Subramany Aiyar Avargal, G., M. R. Ry.	*Editor of the "Hindu," Madras.*
69.	Subramaniyam, N., M. R. Ry., B.A., B.L.	*Barrister-at-Law, Madras.*
70.	Sufdar Husain Sahib	*Delegate of a Mahomedan Committee, Madras.*

71.	Suri Aiyar Avargal, C., M. R. Ry. .	*District Munsif, Chingleput.*
72.	Swaminatha Aiyar Avargal, S., M. R. Ry.	*First Grade Pleader, Tanjore.*
73.	Upshon, J. R., Esq.	*Public Works Secretariat, Madras.*
74.	Vijayaraghava Chariar Avargal, C., M. R. Ry., B.A.	*First Grade Pleader, Salem.*
75.	Viraraghava Chariar Avargal, M. R. Ry.	*Editor of the "Sudesa Mitra," Madras.*

BOMBAY PRESIDENCY INCLUDING SIND.

1.	Abbas Ali Beg Mirza, Khan Sahib, B.A.	*Karbhari of the Janjira State.*
2.	Abdul Hye Mahomed Ali, Mulla . .	*Munshi, Surat.*
3.	Bal Gangadhar Tilak, B.A., LL.B. . .	*Editor, "Mahratha" Newspaper, Poona; Professor, Fergusson College, Poona.*
4.	Bamanji, Kharshedji Ratanji (*Statutory Service*).	*Assistant Collector, Kaira.*
5.	Barjorji Edalji Modi, Khan Bahadur, M.A., LL.B.	*Subordinate Judge, Ahmedabad.*
6.	Barve, Mahadev Vasudev, The Hon'ble, Rao Bahadur, C.I.E.	*Member of the Legislative Council, Bombay; and Fellow of the University, Bombay.*
7.	Bedarkar, Khandarao, C., Rao Bahadur, B.A., LL.B.	*Deputy Registrar, High Court, Bombay; Acting Judge, Small Cause Court, Poona.*
8.	Bhandarkar, Ramkrishna Gopal, M.A., Ph.D.	*Professor of Oriental Languages, Deccan College, Poona.*
9.	Bhavnagri, Mancherji, M., C.I.E. . .	*Agent in Bombay to His Highness the Thakur of Bhavnagar.*
10.	Bhimbhai, Kirparam, Rao Bahadur .	*Personal Assistant to the Director of Agriculture, Poona.*
11.	Brewin, F. C., Esq.	*Superintendent, Accountant General's Office; Representative of the Eurasian and Anglo-Indian Association of Western India, Bombay.*
12.	Campbell, J. McNabb, Esq., M.A., LL.D., C.S., C.I.E.	*Acting Collector, Panchmahals; Editor of the "Bombay Gazetteer."*
13.	Chandavarkar, Narayan Ganesh, B.A., LL.B.	*Fellow of the University; Editor of the "Indu Prakash;" Pleader, High Court, Bombay.*
14.	Chirag Ali, Maulvi	*Secretary, Revenue Department, to His Highness the Nizam's Government, Hyderabad.*
15.	Chunilal Venilal, Rao Bahadur . .	*Deputy Collector, Broach.*
16.	Cooke, Theodore, Dr., M.A., LL.D. . .	*Principal, College of Science, Poona.*
17.	Crawford, A. T., Esq., C.S. . . .	*Commissioner, Central Division, Bombay.*
18.	Crawford, C. E. G., Esq., C.S. . .	*Registrar, High Court (Appellate Side), Bombay.*
19.	Crowe, W. H., Esq., C.S. . . .	*District Judge, Poona.*
20.	Dadabhai Navroji, The Hon'ble, J.P. .	*Member of the Legislative Council, Bombay; Fellow of the University, and Member of the Municipal Corporation, Bombay.*
21.	Daji A'baji Khare, B A., LL.B. . .	*Vakil, High Court; Joint Honorary Secretary, Bombay Branch, East Indian Association, Bombay.*
22.	Dayaram Gidumal, B.A., LL.B. (*Statutory Service*).	*Assistant Collector, Karachi.*
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29.	Mahfuz Ali, Munshi	*Zemindar, Lucknow.*
30.	Mahmud, Syad, *Barrister-at-Law*	*District Judge, Rai Bareli.*
31.	McConaghey, The Hon'ble M. A., C.S.	*Commissioner of the Lucknow Division, Member of the Legislative Council, Allahabad.*
32.	Mitter, Pramoda Dass, Babu	*Honorary Magistrate, Benares.*
33.	Mahomed Akbar Husain, Munshi	*Zemindar, Allahabad.*
34.	Mahomed Ishak Khan	*Officiating Joint Magistrate, Farakhabad.*
35.	Mahomed Yusuf, Khwaja	*Member of the Scientific Society, Aligarh.*
36.	Mulock, H. P., Esq., C.S.	*District Judge, Saharanpur.*
37.	Newal Kishore, Munshi	*Zemindar of Lucknow.*
38.	Niblet, H. C., Esq.	*Pleader, High Court, Allahabad.*
39.	Oldfield, The Hon'ble Justice R. C., C.S.	*Puisne Judge, High Court, Allahabad.*
40.	Porter, F. W., Esq., C.S.	*Magistrate and Collector, Allahabad.*
41.	Rampal Singh, Raja	*Talukdar in Oudh.*
42.	Rana Shankar Bakhsh	*Vice-President, Talukdars' Association, Lucknow.*
43.	Rustomji, C., Esq., C.S.	*Joint Magistrate, Gorakhpur.*
44.	Samiullah Khan, Maulvi Mahomed, C.M.G., U.S.	*Sub-Judge, Farakhabad.*
45.	Sanwal Singh, Babu	*Munsif, Samalpur.*
46.	Saunders, M., Esq.	*Pleader, High Court, Allahabad.*
47.	Shivanath Sinha, Kunwar	*Barrister-at-Law, Allahabad.*
48.	Simeon, J., Esq.	*Pleader, High Court, Allahabad.*
49.	Sri Kishen, Pandit	*Pleader, Vice-President, Municipality, and Honorary Magistrate, Lucknow.*
50.	Sri Ram, Babu, M.A., B.L.	*Pleader, Lucknow.*
51.	Stoker, T., Esq., C.S.	*Settlement Officer, Bulandshahr.*
52.	Straight, The Hon'ble Douglas, *Barrister-at-Law.*	*Puisne Judge, High Court, Allahabad.*
53.	Thornton, L. M., Esq., C.S.	*Under-Secretary to Government, Allahabad.*
54.	Tupp, A. C., Esq., C.S.	*Accountant General.*
55.	White, E., Esq., C.S.	*Director of Public Instruction.*
56.	Woodburn, The Hon'ble J., C.S.	*Chief Secretary to Government, Member of the Legislative Council, Allahabad.*
57.	Zahid Husain, Syad	*Deputy Collector, Jaunpur.*

PUNJAB.

1.	Abdul Majid Khan, Nawab	*Honorary Magistrate, Municipal Commissioner, and Fellow of the Punjab University, Lahore.*

2.	Amolak Ram, Lala	*Munsif, Lahore.*
3.	Bhowani Das, Lala, M.A. . . .	*Extra Assistant Commissioner, Multan.*
4.	Bikrama Singh, Sardar Bahadur, C.I.E. .	*Ahluwalia of Kapurthala and Jullundur.*
5.	Bridges-Lee, J., Esq.	*Barrister-at-Law, Lahore.*
6.	Brij Lal, Lala	*Editor of the "Khair Khwah-i-Punjab" newspaper, Gujranwala.*
7.	Burney, R. T., Esq., C.S., *Barrister-at-Law.*	*Judge, Chief Court, Lahore.*
8.	Buta Mal, Rai	*Extra Judicial Assistant Commissioner; Judge, Small Cause Court, Lahore.*
9.	Chander Bal, Pandit	*Extra Assistant Commissioner, Gurgaon.*
10.	Channing, F. C., Esq., C.S. . . .	*Deputy Commissioner; Officiating District Judge, Lahore.*
11.	Charat Singh, Sardar . . .	*Extra Assistant Commissioner, Gurdaspur.*
12.	Chatterji, Golak Nath, B.A. (Camb.) .	*Assistant Professor, Government College, Lahore.*
13.	Chatterji, P. C., Babu, M.A., B.L. .	*Pleader, Chief Court, Lahore.*
14.	Chunni Lal, Lala, M.A. . . .	*Extra Assistant Commissioner, Ludhiana.*
15.	Clifford, S. Le P. T., Esq. . .	*Extra Judicial Assistant Commissioner; District Judge, Delhi.*
16.	Coldstream, W., Esq., C.S. . . .	*Deputy Commissioner, Gurdaspur.*
17.	Davies, The Hon'ble W. G., Colonel, C.S.I.	*First Financial Commissioner.*
18.	Dewan Chand, Munshi . . .	*Editor of the "Rafah-i-Am" Newspaper, Sialkot.*
19.	Dyal Singh, Sardar, Majithea . .	*Resident of Lahore.*
20.	Elsmie, G. R., Esq., C.S. . . .	*Commissioner and Superintendent, Lahore Division.*
21.	Ganga Ram, Lala, C.E. . . .	*Executive Engineer, Lahore.*
22.	Gopi Nath, Pandit	*Editor of the "Akhbar-i-Am" Newspaper, Lahore.*
23.	Gurdial Singh, Sardar (*Statutory Service*)	*Assistant Commissioner, Kohat.*
24.	Gyan Chand, Lala	*Editor of the "Victoria" Newspaper, Sialkot.*
25.	Hakumat Rai, Lala	*Representative of the "Inderparast" Society, Delhi.*
26.	Harsukh Rai, Lala	*Proprietor of the "Koh-i-Nur" Newspaper, Lahore.*
27.	Hayat Khan, Mahomed, C.S.I. . .	*Officiating District Judge, Multan.*
28.	Holroyd, W. R. M., Colonel . .	*Director of Public Instruction.*
29.	Hukm Singh, Sodhi . . .	*Extra Assistant Commissioner, and Mir Munshi, Punjab Secretariat.*
30.	Ibbetson, D. C. J., Esq., B.A., C.S. .	*Deputy Commissioner, Delhi.*
31.	Imam Bakhsh Khan, Nawab, C.I.E. .	*Chief of the Mazari Tribe, Rajanpur, Dera Ismail Khan.*
32.	Inam Ali, Munshi, B.A. . . .	*Nominee of the "Anjuman-i-Islamia," Lahore.*
33.	Jowahir Singh, Bhai . . .	*Nominee of the "Guru Singh Sabha," Lahore.*
34.	Kamr-ud-din, Fakir, Syad . . .	*Honorary Magistrate, and Fellow of the Punjab University, Lahore.*
35.	Kanhya Lal, Rai Bahadur, M.I.C.E. .	*Late Executive Engineer, Public Works Department, Fellow of the Punjab University, Lahore.*
36.	Kanhya Lal, Lala	*Pleader, Chief Court, Nominee of the Indian Association, Lahore.*
37.	Lachman Das, Lala Poplai . . .	*Extra Assistant Commissioner, Delhi.*
38.	Lal Chand, Lala, M.A. . . .	*Pleader, Chief Court, Lahore.*
39.	Lewis, G., Esq., B.A.	*Officiating Junior Government Advocate.*
40.	Lewis, T. C., Esq., M A. . . .	*Principal, Government College, Lahore.*
41.	Maconachie, R., Esq., B.A., C.S. . .	*Deputy Commissioner, Gurgaon.*
42.	Man Singh, Sodhi	*Landed Proprietor; Honorary Magistrate, Ferozepore.*
43.	Man Singh, Sardar, *Rissaldar Bahadur*, C.I.E.	*President, Managing Committee, Darbar Sahib, Amritsar.*
44.	Miller, J. A. E., Esq. . . .	*District Judge; Commissioner of Income Tax.*
45.	Mozamdar, Jadunath, Babu, M.A. . .	*Editor of the "Tribune," Lahore.*
46.	Mahomed Aslam Khan, Kazi (*Statutory Service*).	*Assistant Commissioner, Rawal Pindi.*
47.	Mahomed Ismail, Maulvi . . .	*Resident of Peshawar.*

48.	Mahomed Latif Khan, Syad . .	*Extra Assistant Commissioner, Bannu.*
49.	Mahomed Shah, Sheikh . . .	*Nominee of the "Anjuman-i-Islamia," Amritsar.*
50.	Mahomed Umar Khan . . .	*Extra Assistant Commissioner; Nominee of the Deputy Commissioner, Peshawar.*
51.	Muharram Ali, Chishti, Munshi .	*Editor of the "Rafiq-i-Hind" Newspaper, Lahore.*
52.	Mulraj, Lala, M.A.	*Extra Assistant Commissioner, Jhang.*
53.	Nanak Bakhsh, Sheikh . . .	*Pleader, Chief Court, Lahore.*
54.	Narain Das, I., Lala, M.A. . . .	*Extra Assistant Commissioner, Shahpur.*
55.	Nizam-ud-din, Munshi . . .	*President of the Zemindars' Reforming Society, Lahore.*
56.	Parker, E. W., Esq. . . .	*Extra Judicial Assistant Commissioner, Dalhousie.*
57.	Purser, W. E., Esq., C.S. . . .	*Deputy Commissioner, Rohtak.*
58.	Rahim Khan, Khan Bahadur, Dr. .	*Honorary Surgeon; Superintendent, Vernacular Department, Medical College, Lahore.*
59.	Roe, C. A., Esq., B.A., C.S. . .	*Divisional Judge, Lahore.*
60.	Roy, Kali Prosono, Babu, M.A., B.L. .	*Pleader, Chief Court, Lahore.*
61.	Sagar Chand, Lala, B.A. . . .	*Assistant Professor, Government College, Lahore.*
62.	Sime, J., Esq., B.A. . . .	*Educational Department; Tutor to His Highness the Maharaja of Patiala.*
63.	Smyth, T. W., Esq., C.S., *Barrister-at-Law.*	*Officiating Judge, Chief Court, Lahore.*
64.	Stephen, Carr, Esq., *Barrister-at-Law* .	*Extra Judicial Assistant Commissioner, and District Judge, Ludhiana.*
65.	Thomson, R. G., Esq., C.S. . .	*Senior Secretary to the Financial Commissioner.*
66.	Umar Bakhsh, Sheikh, *Barrister-at-Law*	*Nominee of the Deputy Commissioner, Multan.*
67.	Young, G. Gordon, Colonel, B.S.C. .	*Commissioner and Superintendent, Jullundur Division.*
68.	Young, W. Mackworth, Esq., M.A., C.S.	*Secretary to the Government of the Punjab.*

Central Provinces and Hyderabad Assigned Districts.

1.	Ali Ahmed	*Delegate, Anjuman-i-Islamia, Jubbulpore.*
2.	Aulad Husain, Khan Bahadur, C.I.E. .	*Assistant Commissioner and Settlement Officer.*
3.	Behari Lall Khazanchi, Lala . .	*Banker and Landowner.*
4.	Bissessar Dutt, Babu . . .	*Extra Assistant Commissioner, Jubbulpore.*
5.	Browning, C. A. R., Esq., M.A., C.I.E. .	*Director of Public Instruction.*
6.	Deo Rao Vinayak	*Pleader, Berar.*
7.	Dhondu Balkrishna Dev . . .	*Editor, "Nagpur News."*
8.	Gokal Das, Balabdas Seth, Rai Bahadur	*Banker, Jubbulpore.*
9.	Greamy, B. M., Esq.	*Extra Assistant Commissioner.*
10.	Hare, R. D., Esq.	*Assistant Commissioner, Berar.*
11.	Het Ram, Pandit, C.I.E. . . .	*Dewan of Rewah.*
12.	Maharaj Singh, Thakur . . .	*Secretary to the "Hit Sabha" of Saugor.*
13.	McMinn, C. W., Esq., C.S. . . .	*Deputy Commissioner, Jubbulpore.*
14.	Mahomed Husain, Syad . . .	*Tahsildar, Marwara.*
15.	Mahomed Nizam-ud-din Husain Khan, Maulvi, B.A., B.L.	*Assistant Commissioner, Berar.*
16.	Neill, J. W., Esq., C.S. . . .	*Commissioner, Jubbulpore.*
17.	Prahlad Narayan Jog . . .	*Pleader, High Court, Bombay.*
18.	Purushottamrao Narayan . . .	*Extra Assistant Commissioner, Berar.*
19.	Ranganath Narsing Mudholkar, B.A., LL.B.	*Pleader, High Court, Bombay.*
20.	Saunders, Leslie, Esq., C.S. . .	*Commissioner of Berar.*
21.	Shriram Bhikaji Jatar, B.A. . .	*Director of Public Instruction, Berar.*
22.	Shankur Rao, Madho Rao, Chitnavis, B.A.	*Statutory Civilian, Central Provinces.*
23.	Umrao Singh, Chowdri . . .	*Delegate of a Hindu Association, Jubbulpore.*
24.	Venkatesh Ramchundra Mudholkar .	*Editor of the "Berari," Akola.*
25.	Vithal Rao	*Extra Assistant Commissioner, Jubbulpore.*
26.	Wrixon, Arthur, Esq. . . .	*Pleader, Jubbulpore.*
27.	Young, W., Esq.	*Principal, Rajkumar School, Jubbulpore.*

APPENDIX C.

RESOLUTION OF THE GOVERNMENT OF INDIA APPOINTING A SUB-COMMITTEE OF THE PUBLIC SERVICE COMMISSION FOR THE PURPOSE OF ENQUIRING INTO THE SPECIAL DEPARTMENTS.

No. $\frac{15}{574\text{-}615}$ dated Calcutta, 8th March 1887.

Resolution—By the Government of India, Home Department.

READ again :—

Resolution No. $\frac{34}{1573\text{-}93}$, dated 4th October 1886, directing the formation of a Commission to enquire into, and report upon, the question of the admission of Natives of India to the various branches of the Public Service connected with the civil administration of the country.

RESOLUTION.—In the third paragraph of the Resolution cited in the preamble, the reasons are given why the Public Service Commission should, in the first instance, limit its enquiry to the Covenanted Civil Service, and to the Judicial and Executive Branches of the Uncovenanted Service. It was at the same time stated that when the time came for extending the enquiry to the other branches of the Public Service, it might be convenient to reconstitute the Commission in order to enable it to deal with the remaining questions, which are more or less technical in their character, and necessitate recourse to the professional opinion of experts.

2. His Excellency the Governor General in Council now understands that a point in the labours of the Commission has been reached at which it will be convenient to take measures for the commencement of the second division of the enquiry. This embraces the question of the admission of Natives of India and of Europeans to the following Branches of the Public Service connected with the civil administration of the country, namely :—Accounts, Archæology, Customs, Education, Forests, Geological Survey, Jails, Mint, Opium, Pilot Service, Post Office, Police, Public Works, Registration, Salt, Surveys, and Telegraphs.

3. Having given the matter his careful consideration, His Excellency in Council thinks that the enquiry into the preceding Branches and Departments of the Public Service may best be conducted by a Sub-Committee of Members of the Public Service Commission with the addition of professional colleagues. By this means continuity of action will be preserved while the experience already acquired by members of the Commission will be turned to account. His Excellency in Council had proposed that this further enquiry should be entrusted to a Sub-Committee of two European and two Native Members of the Commission, with the temporary addition of Provincial Members to supply professional experience; but, owing to the strain imposed on Members of the Commission by their labours in connection with the first portion of the enquiry, this arrangement has been found impracticable. It has therefore been decided, with a view to the distribution of labour and the utilization of local knowledge, that the enquiry relating to the special Branches of the Public Service enumerated in the preceding paragraph shall be conducted by a Sub-Committee consisting of six members, one of whom, Sir Charles Turner, C.I.E., will also be President of the Sub-Committee. With him will be associated the Hon'ble J. W. Quinton, C.S.I., and the Hindu, the Mahomedan, and the Eurasian members of the Commission for such period as may be devoted to the enquiry in the Province to which they belong. As the Public Service Commission does not contain a Mahomedan member from Madras or Bengal, nor an Eurasian member from Bombay or the North-Western Provinces, the Local Governments of those Provinces will nominate as local member of the Sub-Committee a Mahomedan or Eurasian member as required. Finally, each Local Government will be requested to nominate to the Sub-Committee for duty while engaged within its jurisdiction a local member, selected from the Department or Branch of the Public Service which is being passed under review, whose duty it will be to bring his local knowledge and professional experience to the assistance of the Committee in obtaining accurate and complete information on the special subject with which it is dealing, and in testing the evidence of witnesses on technical points.

4. The Sub-Committee thus constituted will exercise all the powers vested in the Public Service Commission by the Resolution cited in the preamble, and by the orders passed in connection with it; and the Secretary of the Public Service Commission will also, so far as

may be necessary and so far as his current duties under the Commission permit, act as Secretary of the Sub-Committee.

5. It will be the duty of the Sub-Committee to obtain and digest evidence on definite questions of fact to be placed before the Public Service Commission when it re-assembles later in the year. The subjects of the Sub-Committee's enquiry are, first, the present regulations of the various Departments as to admission to the various grades and ranks in each, the conditions of service in each Department, and the capacity for rendering efficient service therein of the various classes who put forward claims to such employment. The professional or departmental member should bring clearly and accurately before the Committee by means of evidence the existing organization of the Department, its technical requirements, the professional attainments essential for efficient service in its various branches, and the results of local experience as to the comparative value of the services rendered by persons of various classes now employed in the Department. It will be convenient that the Sub-Committee should closely restrict the scope of its enquiry to the practical issues which it is desired to elucidate.

His Excellency in Council desires that every class of Her Majesty's subjects in India shall have full opportunity to explain and illustrate its claims through representative witnesses on all the subjects of enquiry.

APPENDIX D.

NOMINAL LIST OF WITNESSES EXAMINED BY THE SUB-COMMITTEE IN CONNECTION WITH THE SPECIAL DEPARTMENTS.

Province.	Serial No.	Name.	Designation.
		ACCOUNTS DEPARTMENT.	
Madras .	1	Chettiar, P. V. Krishna Swami, Esq.	Superintendent, Accountant General's Office, Madras (Uncovenanted Service).
„ .	2	Groves, H. S., Esq., B.A. .	Assistant Accountant General, Madras (Uncovenanted Service).
„ .	3	Hall, C., Esq. . .	Chief Superintendent, Accountant General's Office, Madras (Uncovenanted Service).
Bombay .	4	Barrow, O. T., Esq., C.S. .	Deputy Accountant General, Bombay (Covenanted Service).
„ .	5	Pudamji, Godrezji, D., Esq., B.A.	Supernumerary Assistant Accountant General, Bombay (Uncovenanted Service).
„ .	6	Sandell, J. W. H., Esq. .	Chief Superintendent, Accountant General's Office, Bombay (Uncovenanted Service).
Bengal .	7	Atkinson, E. T. F., Esq., C.S.	Accountant General, Bengal (Covenanted Service).
„ .	8	Bose, Ishan Chander, Babu	Assistant Accountant General, Bengal (Uncovenanted Service).
„ .	9	Clague, P. E., Esq. .	Chief Superintendent, 3rd Class, Comptroller General's Office (Uncovenanted Service).
„ .	10	Cooke, J. E., Esq. . .	Deputy Accountant General, Bengal (Uncovenanted Service).
„ .	11	Dobbie, W. H., Esq. .	4th grade, Enrolled Officer (Uncovenanted Service).
„ .	12	Ghose, Dina Nath, Babu .	Pensioner (Late of the Bengal Accounts Department).
„ .	13	Kellner, E. W., Esq. .	Deputy Comptroller General, India (Uncovenanted Service).
„ .	14	Rai, Gobind Lall, Babu .	Pensioner (*Non-official*).
„ .	15	Rai, Rajinath, Babu, M.A. .	4th grade, Enrolled Officer (Uncovenanted Service).
North-Western Provinces and Oudh.	16	Anthony, A. H., Esq. .	Assistant Accountant General, Allahabad (Uncovenanted Service).
„ .	17	Chakravati, Shama Charn, Babu.	Junior Chief Superintendent, Accountant General's Office, Allahabad (Uncovenanted Service).
„ .	...	Kiernander, C. R. C., Esq.	Deputy Auditor General, 1st class, Allahabad (Uncovenanted Service).
„ .	18	Logan, R., Esq., B.C.S. .	Deputy Accountant General, Allahabad (Covenanted Service).
Punjab .	19	Bleazby, G., Esq. . .	Superintendent, Accountant General's Office, Lahore (Uncovenanted Service).
„ .	20	Egerton, W. H., Esq. .	Assistant Accountant General, Lahore (Uncovenanted Service).
„ .	21	Fakir Chand, Alfred, Esq.	Superintendent, Accountant General's Office, Lahore (Uncovenanted Service).
„ .	22	Ganpat Rai, Lala . .	Pleader, Chief Court, Lahore.
„ .	23	Munrowd, A. H., Esq. .	Chief Superintendent, Accountant General's Office, Lahore (Uncovenanted Service).
„ .	24	Westland, J., Esq., C.S. .	Acting Secretary to Government of India, Financial Department (Covenanted Service).

Province.	Serial No.	Name.	Designation.
		ARCHÆOLOGICAL SURVEY DEPARTMENT.	
Madras .	1	Hultzsch Dr., E., PH.D. .	Epigrapher (Uncovenanted Service).
„ .	2	Natesha Sastri, Pandit .	Office of the Board of Revenue (Uncovenanted Service).
„ .	3	Oppert, G., Dr., M.A., PH.D.	Professor of Sanskrit and Comparative Philology, Presidency College (Uncovenanted Service).
Bombay .	4	Bhandarkar, Dr., M.A., PH.D. H.M.R.A.S.	Professor of Oriental Languages, Deccan College, Poona (Uncovenanted Service).
Bengal .	5	Beglar, J. D., Esq. . .	Archæological Surveyor (Uncovenanted Service).
		CUSTOMS DEPARTMENT.	
Madras .	1	Bashyam Aiyangar, C.S., Mr.	Preventive Officer, Madras (Uncovenanted Service).
„ .	2	Graves, J. H., Esq. . .	Manager, Office of the Collector of Customs (Uncovenanted Service).
Bombay .	3	Ainsworth, G. A., Esq. .	Superintendent in the Preventive Service (Uncovenanted Service).
„ .	4	Campbell, J. Mc. L., Esq., C.S.	Collector of Customs (Covenanted Service).
„ .	5	Framji Bamanji, Palkiwalla, Esq.	Head Gauger, Bombay (Uncovenanted Service).
„ .	6	Wadia, Ardeshar Jehangir, Esq.	Head Examiner, Customs, Bombay (Uncovenanted Service).
„ .	7	Wright, H. E., Esq. .	Assistant Collector in charge of Prince's Dock, Customs House (Uncovenanted Service).
Bengal .	8	Amos, R., Esq. . .	Assistant Collector and Head Appraiser, Customs House, Calcutta (Uncovenanted Service).
„ .	9	Bell, J., Esq. . . .	Accountant and Bonding Supervisor, Calcutta (Uncovenanted Service).
„ .	10	Bonnaud, A. P., Esq. .	Assistant Collector and Head of the Import Department, Calcutta (Uncovenanted Service).
„ .	11	Bridge, A. J., Esq. . .	Partner in the firm of Messrs. Kellner & Co., Calcutta.
„ .	12	Cross, C. G., Capt. . .	Ship *Mylomene*.
„ .	13	Ellery, W., Capt. . .	Ship *Taluqdar*.
.	14	Khunah, Jaga Nath, Babu	Merchant, Calcutta.
„ .	15	Kilby, S. J., Esq. . .	Superintendent of the Preventive Service and Salt Department, Calcutta (Uncovenanted Service).
„ .	16	Law, Durga Charn, Raja, C.I.E.	Merchant and Zemindar, Calcutta.
„ .	17	Mackay, J. L., Esq. .	Merchant, Delegate of the Chamber of Commerce.
„ .	18	Stevenson, J., Esq. . .	„ „ „ „
„ .	19	Tweeddale, C. A., Esq. .	Export Supervisor, Calcutta (Uncovenanted Service).
		EDUCATION DEPARTMENT.	
Madras .	1	Aiyar, Subramaniya, M. R. Ry., M.A.	Editor of the *Hindu* Newspaper.
„ .	2	Bradshaw, John, Dr., M.A., LL.D.	Inspector of Schools (Uncovenanted Service).
„ .	3	Conran, C. G., Dr., M.D. .	Emigrant Agent at Madras to the Government of Mauritius.
„ .	4	Elliot, E. H., Esq., B.A. .	First Senior Assistant Professor, Presidency College (Uncovenanted Service).

Province.	Serial No.	Name.	Designation.
		EDUCATION DEPARTMENT—*contd.*	
Madras .	5	Mudaliyar, P. Ranganadhar, Rai Bahadur, M.A.	Professor of Mathematics and Natural Philosophy, Presidency College (Uncovenanted Service).
„ .	6	Oppert, G., Dr., M.A., Ph. D.	Professor of Sanskrit, Presidency College (Uncovenanted Service).
„ .	7	Wilson, W. H., Dr. . .	Professor of Physical Science, Presidency College (Uncovenanted Service).
Bombay .	8	Apte, Vaman Shivram, Esq., M.A.	Principal, Fergusson College, Poona.
„ .	9	Bhandarkar, Ramkrishna, Gopal, Dr., M.A.	Professor of Oriental Languages, Deccan College, Poona (Uncovenanted Service).
„ .	10	Dandikar, Narayan Bhai, Esq.	(Pensioner) late Director of Public Instruction of the Hyderabad Assigned Districts and Berar.
„ .	11	Modak, Vaman Abaji, Esq., B.A.	Principal, Elphinstone High School, Bombay (Uncovenanted Service).
„ .	12	Pathak, Vithal Narayan, Esq., M.A.	Head Master, High School, Satara (Uncovenanted Service).
„ .	13	Patvardhan, Sitaram Visvanath, Esq., B.A.	Inspector of Schools, Southern Division (Uncovenanted Service).
„ .	14	Peterson, P., Dr., M.A. .	Professor of Sanskrit, Elphinstone College, and Registrar, Bombay University (Uncovenanted Service).
Bengal .	15	Abdul Latif, Nawab Bahadur, C.I.E.	Fellow of the Senate of the Calcutta University (Pensioner).
„ .	16	Amir Ali, Syad, Barrister-at-Law.	Fellow of the Senate of the Calcutta University.
„ .	17	Anderson, H.H., Esq. .	Rector, St. James' School, Calcutta.
„ .	18	Banerjea, Surendro Nath, Babu.	Proprietor of the Ripon College, Calcutta.
„ .	19	Bose, Ananda Mohan, the Hon'ble, Barrister-at-Law.	Member of the Bengal Legislative Council.
„ .	20	D'Cruz, William, Esq. .	Head Master, Free School, Calcutta.
„ .	21	Eliot, John, Esq., M.A. .	Professor, Presidency College, and Meteorological Reporter, Calcutta (Uncovenanted Service).
„ .	22	Gui, Shib Chandra, Babu, M.A.	Professor of Literature, Sanskrit College, Calcutta (Uncovenanted Service).
„ .	23	Lafont, Rev. Father, S. J., C.I.E.	Of St. Xavier's College, Calcutta.
„ .	24	MacDonald, K. S., Revd. .	Principal of the Free Church Institution, Calcutta.
„ .	25	Mukerji Peari Mohun, the Hon'ble Raja, M.A., B.L., C.S.I.	Member of the Legislative Council of the Viceroy.
„ .	26	Mukerji, Radhica Prasanna, Rai Bahadur.	Inspector of Schools, 4th class, Presidency Circle (Uncovenanted Service).
„ .	27	Nash, A. M., Esq., M.A. .	Inspector of European Schools, Lower Provinces (Uncovenanted Service).
„ .	28	Pedler, A., Esq. . .	Professor of Chemistry, Presidency College (Uncovenanted Service).
„ .	29	Sen, Krisna Behari, Babu, M.A.	Rector, Albert College, Calcutta.
„ .	30	Tagore, Jotindra Mohun, Maharaja Sir, K.C.S.I.	Of Calcutta.
„ .	31	Tawney, C. H., Esq., M.A.	Principal, Presidency College (Uncovenanted Service).

Province.	Serial No.	Name.	Designation.
		EDUCATION DEPARTMENT—*concld.*	
Bengal .	32	Webb, W. T., Esq., M.A. .	Professor, Presidency College (Uncovenanted Service).
North-Western Provinces and Oudh.	33	Bhattacharjea, Aditya Ram, Pandit.	Professor of Sanskrit, Muir College, Allahabad (Uncovenanted Service).
„ .	34	Boutflower, W. N., Esq., M.A.	Professor, Muir College, Allahabad (Uncovenanted Service).
„ .	35	Dodd, Charles, Esq. .	Inspector of Schools, Allahabad Division (Uncovenanted Service).
„ .	36	Gough, A. E., Esq., M.A. .	Principal, Muir College, Allahabad (Uncovenanted Service).
„ .	37	Malabya, Madan Mohan, B.A.	Third Master, Government High School, Allahabad (Uncovenanted Service).
Punjab .	38	Azad, Mahomed Husain, Maulvi.	Professor of Arabic, Government College, Lahore (Uncovenanted Service).
„ .	39	Chatterji, Protul Chander, Babu, M.A., B.L.	Pleader, Chief Court, and Fellow of the Senate of the Punjab University.
„ .	40	Dass, Ram Kishan, Rai Bahadur.	Honorary Magistrate, &c., Delhi.
„ .	41	Foreman, C. W., Rev., M.A., D.D.	Principal, Mission College and School, Lahore.
„ .	42	Hari Singh, Babu . .	Assistant Inspector of Schools (Uncovenanted Service).
„ .	43	Lewis, T. C., Esq., M.A. .	Principal of the Government College, Lahore (Uncovenanted Service).
„ .	44	Mckee, J. P., Rev. .	Manager of the American Presbyterian Mission School, Gujranwala.
„ .	...	Mahomed Yusuf, Maulvi .	Assistant Inspector of Schools, Derajat Circle (Uncovenanted Service).
„ .	45	Pyari Lal, Lala .. .	Inspector of Schools, 3rd grade, Umballa Circle (Uncovenanted Service).
„ .	46	Sagar Chand, Lala, B.A. .	Acting Assistant Professor, Government College, Lahore (Uncovenanted Service).
„ .	47	Sime, J., Esq., B.A. .	Tutor to His Highness the Maharaja of Patiala (Uncovenanted Service).
„ .	48	Singha, Isan Chunder, Babu.	Head Master, Christian Boys' Boarding School, Batala.
„ .	49	Stupnagal, C R., Esq., M A., Ph. D.	Inspector of European Schools, Lahore (Uncovenanted Service).
		FOREST DEPARTMENT.	
Madras .	1	Cherry, J. M., Esq. . .	Deputy Conservator, 1st grade (Uncovenanted Service).
„ .	2	Hooper, E. D. M., Esq. .	Acting Conservator of Forests, 2nd grade, Kurnool (Uncovenanted Service).
„ .	3	Mahomed Ali, Sahib .	Acting Assistant Conservator, Chingleput (Uncovenanted Service).
„ .	4	Pillai Gurunatha, M.R. Ry.	Sub-Assistant Conservator, 2nd grade (Uncovenanted Service).
„ .	5	Walker, Campbell, Lt.-Col.	Conservator of Forests, Southern Circle.
Bombay .	6	Desai, Framji R., Esq. .	Acting Deputy Conservator of Forests, Jerak, Sind (Uncovenanted Service).
„ .	7	Hight, G. A., Esq. . .	Acting Deputy Conservator of Forests, 2nd grade, Bijapore (Uncovenanted Service).
„ .	8	Joshi, Lakshman Daji, Esq.	Sub-Assistant Conservator of Forests, 2nd grade, Satara Division (Uncovenanted Service).
„ .	9	Nam Joshi, Mahadeo Ballal	Schoolmaster, New English School, Poona.

Province.	Serial No.	Name.	Designation.
			FOREST DEPARTMENT—*contd.*
Bombay .	10	Shuttleworth, A. T., Esq..	Conservator of Forests, Northern Circle (Uncovenanted Service).
„ .	11	Talbot, W. A., Esq.. .	Deputy Conservator, Kanara, Northern Division (Uncovenanted Service).
„ .	12	Wroughton, R. C., Esq. .	Deputy Conservator of Forests, Northern Division (Uncovenanted Service).
Bengal .	13	Chester, E. G., Esq. .	Deputy Conservator of Forests (Uncovenanted Service).
„ .	14	Davis, H. H., Esq. . .	Deputy Conservator of Forests (Uncovenanted Service).
North-Western Provinces and Oudh.	15	Fernandez, E. E., Esq. .	Officiating Deputy Director of Forest School, Dera Doon (Uncovenanted Service).
„ .	16	Fisher, W. R., Esq., B.A. .	Officiating Director, Forest School, Dera Doon (Uncovenanted Service).
Punjab .	17	Carr, E. S., Esq. . .	Deputy Conservator of Forests, Lahore (Uncovenanted Service).
„ .	18	Coldstream, W., Esq., C.S.	Officiating Commissioner and Superintendent of Lahore Division (Covenanted Service).
„ .	19	Elliot, C. F., Esq. . .	Deputy Conservator of Forests, Mooltan (Uncovenanted Service).
„ .	20	Lamarchand, F. O. . .	Deputy Conservator of Forest, Kangra (Uncovenanted Service).
„ .	21	Moti Singh, Mian . .	Forest Ranger, Phillour (Uncovenanted Service).
„ .	22	Nizamuddin, Mian . .	President, Zemindars' Reforming Association, Lahore.
„ .	23	Powell, Baden H. Baden, Esq., C.S., C.I.E.	Judge, Chief Court, Lahore (Covenanted Service).
„ .	24	Reuther, A. M., Esq. .	Deputy Conservator of Forests, Lahore (Uncovenanted Service).
„ .	25	Wace, E. G., Colonel .	2nd Financial Commissioner, Lahore.
			GEOLOGICAL SURVEY DEPARTMENT.
Punjab .	1	King, W., Dr., D. SC. .	Director of the Geological Survey of India (Uncovenanted Service).
			JAIL DEPARTMENT.
Madras .	1	Ayaswami, M. Pillai, Esq.	Superintendent, Cuddapah Jail (Uncovenanted Service).
„ .	2	Grimes, G. O., Esq. .	Superintendent, Madras Penitentiary (Uncovenanted Service).
„ .	3	McReady, D. A., Esq. .	Superintendent, Tanjore Jail (Uncovenanted Service).
Bombay .	4	Bede, Ganesh Sadasiva .	Jailor, Nasik Jail (Uncovenanted Service).
„ .	5	Cawasji, Framji . .	Acting Deputy Jailor, Yarauda Jail (Uncovenanted Service).
„	6	Greany, J. P., Surgeon Major, M.D.	Superintendent, Satara Jail.
„ .	7	Moreshwar, Sakharam .	(*Pensioner*). Late Jailor of the Poona Jail.
„ .	8	Turnbull, P. S., Brigade Surgeon, M.D., I.M.S.	Secretary to the Surgeon General, Army Medical Department.
„ .	9	Wellis, W., Esq. . .	Superintendent, Thana Jail (Uncovenanted Service).
Bengal .	10	Donaldson, P., Esq. .	Superintendent, Presidency Jail (Uncovenanted Service).
„ .	11	Larymore, A. D., Esq. .	Superintendent, Alipur Central Jail (Uncovenanted Service).
Punjab .	12	Dallas, A. M., Surgeon Major.	Inspector General, Civil Hospitals, Lahore.
„ .	13	Dickson, W. P., Esq., M.D.	Superintendent, Central Jail, Lahore (Uncovenanted Service).

Province.	Serial No.	Name.	Designation.
		METEOROLOGICAL SURVEY DEPARTMENT.	
Punjab	1	Dallas, W. L., Esq.	Assistant Meteorological Reporter to the Government of India (Uncovenanted Service).
„	2	Eliot, J., Esq., M.A.	Officiating Meteorological Reporter to the Government of India (Uncovenanted Service).
		MINT DEPARTMENT.	
Bombay	1	Couldrey, H., Esq.	Head Assistant, Assay Department (Uncovenanted Service).
„	2	Hext, Captain, R.N.	Director of Indian Marine, Bombay.
„	3	Martin, G. W. Major, R.S.C. F.R.G.S., &c.	Assay Master.
„	4	Nicol, R. M., Esq.	Engineer Superintendent, B. I. S. N. Co.'s Dockyard, Bombay.
„	5	White, J. H., Major-Genl., R.E.	Mint Master.
Bengal	6	Riddell, R. S., Lieutenant-Colonel.	Mint Master, Calcutta.
„	7	Scully, J., Surgeon-Major.	Assay Master, Calcutta.
		OPIUM DEPARTMENT.	
Bombay	1	Campbell, J. McL., Esq., C.S.	Collector of Customs, Bombay (Covenanted Service).
„	2	Wadia, Ardeshar Jehangir, Esq.	Assistant Collector of Customs, in charge of the Opium Department, Bombay.
Bengal	3	Armstrong, C. M., Esq.	Sub-Deputy Opium Agent, Lucknow (Uncovenanted Service).
„	4	Chatterji, Jagadeshwar, Babu.	Officiating Personal Assistant to the Opium Agent, Benares (Uncovenanted Service).
„	5	Drake, R., Esq.	Sub-Deputy Opium Agent, Patna (Uncovenanted Service).
„	6	Ghose, Krishto Chunder, Babu.	Sub-Assistant Deputy Opium Agent, Patna (Uncovenanted Service).
„	7	Kemble, W., Esq., C.S.	Agent, Behar Opium Agency, Patna (Covenanted Service).
„	8	Khub Lall, Babu	Gomashta, Opium Department, Patna (Uncovenanted Service).
„	9	Rivett-Carnac, J. H., Esq., C.S.	Agent, Benares Opium Agency (Covenanted Service).
„	10	Shib Dyal, Lala	Gomashta, Opium Department, Benares (Uncovenanted Service).
		PILOT SERVICE.	
Madras	1	Taylor, J. H., Lieut., R.N.R.	Port Officer, Madras.
Bombay	2	Hext, Capt., R.N.	Director of Indian Marine, Bombay.
„	3	Potts, Capt.	British India Steam Navigation Company.
Bengal	4	Anderson, G. M., Esq.	Covenanted Master Pilot, Calcutta.
„	5	Atkinson, Capt.	British India Steam Navigation Company.
„	6	Cross, C. G., Capt.	Ship *Mylomene*.
„	7	D'Cruz, L. W., Esq.	Representative of the Eurasian and Anglo-Indian Association, Calcutta.
„	8	Ellery, W., Capt.	Ship *Taluqdar*.
„	9	Good, E., Esq.	Port Officer, Chittagong (Uncovenanted Service).
„	10	Hudson, E. F., Esq.	Covenanted Master Pilot, Calcutta.

Province.	Serial No.	Name.	Designation.
		PILOT SERVICE—*contd.*	
Bengal .	11	Mackay, J. L., Esq. .	Merchant, Representative of the Bengal Chamber of Commerce.
„ .	12	Mann, A. W., Capt. .	British India Steam Navigation Company.
„ .	13	Stevenson, J., Esq. . .	Merchant, Representative of the Bengal Chamber of Commerce.
„ .	14	Tweeddale, C. A., Esq. .	Representative of the Eurasian and Anglo-Indian Association, Calcutta.
		POSTAL DEPARTMENT.	
Madras .	1	Bower, J., Esq. . .	Superintendent of Post Offices, 2nd grade, Palamcottah (Uncovenanted Service).
„ .	2	McKillop, R. H., Esq. .	Superintendent of Post Offices, 2nd grade, Nellore (Uncovenanted Service).
„ .	3	Pillai, V. Kanakasabhai .	Examiner of Postal Accounts, 4th grade (Uncovenanted Service).
„ .	4	Sullen, S., Esq. . .	Presidency Post Master (Uncovenanted Service).
Bombay .	5	Apte, Narayian Chimanji, Esq.	Superintendent, 3rd grade, Deccan Division (Uncovenanted Service).
„ .	6	Cornwall, J., Esq. . .	Acting Post Master General, Sind (Uncovenanted Service).
„ .	7	Jardine, E., Esq. . .	Superintendent, Post Offices, Persian Gulf (Uncovenanted Service).
„ .	8	Joshi, Gopal Vinayak, Esq.	Late of the Postal Department.
„ .	9	Kharsedji, Sorabji, Rev. .	Missionary, C. M. S., Poona.
„ .	10	Lalkaka, Kavasji Jamsedji, Khan Bahadur.	Superintendent, Post Master General's Office (Uncovenanted Service).
„ .	11	Mahadava Rao, Esq. .	Post Master, Ahmedabad (Uncovenanted Service).
„ .	12	Nagarkar, G. Mahadeo .	Superintendent, 2nd grade, Kathiawar (Uncovenanted Service).
„ .	13	O' Shea, F. B., Esq. .	Superintendent of Post Offices and Personal Assistant to the Post Master General (Uncovenanted Service).
„ .	14	Stuart, C. A., Esq. . .	Presidency Post Master (Uncovenanted Service).
Bengal .	15	Banerjea, Prafulya Chunder, Babu.	Superintendent of Post Offices, 3rd grade, and Stationery Examiner, Calcutta (Uncovenanted Service).
„ .	16	Basu, Hem Nath, Babu .	Post Master, Midnapur (Uncovenanted Service).
„ .	17	Dass, Wooma Charn, Babu	Deputy Comptroller, Post Offices, Calcutta (Uncovenanted Service).
„	18	Ghose, Moti Lall, Babu .	Joint Editor, *Amrita Bazar Patrika*, Calcutta.
„ .	19	Groves, G. Barton, Esq. .	Superintendent of Post Offices (Uncovenanted Service).
„ .	20	Hutton, E. Esq. . .	Presidency Post Master, Calcutta (Uncovenanted Service).
„ .	21	Mitra, Surja Kanta, Babu	Examiner of Postal Accounts (Uncovenanted Service).
„ .	22	Owens, J., Esq. . .	Personal Assistant to the Post Master General (Uncovenanted Service).
Punjab .	23	Badshah, K. J., Esq., C.S.	Post Master General, North-Western Provinces and Oudh (Covenanted Service).
„ .	24	Hawthorne, W., Esq. .	Superintendent, Post Office, 2nd grade, Jullundhur (Uncovenanted Service).
„ .	25	Hynes, G. J., Esq. . .	Assistant Director General of Post Offices (Uncovenanted Service).
„ .	26	Mahomed Sazawar, Munshi	Post Master, Lahore (Uncovenanted Service).
„ .	27	Mulraj, Lala . . .	Superintendent, 4th grade, and Examiner, Lower Circle (Uncovenanted Service).
„ .	28	O'Brien, G. C., Esq. .	3rd Assistant to the Director General of Post Offices (Uncovenanted Service).

Province.	Serial No.	Name.	Designation.
			POSTAL DEPARTMENT—*contd.*
Punjab	29	Salig Ram, Pandit	Superintendent, Post Offices (on special duty), Benares (Uncovenanted Service).
	30	Sheridan, P., Esq.	Officiating Deputy Director General, Post Offices, and Inspector General of Railway Mail Service (Uncovenanted Service).
			POLICE DEPARTMENT.
Madras	1	Abdus Saalem, Sheik	Manager of the Office of the Commissioner of Police (Uncovenanted Service).
„	2	Aiyar, Subramaniya, M. R. Ry., M.A.	Editor of the *Hindu* Newspaper, Madras.
„	3	Chetty, Narayanswami, M. R. Ry.	Pleader, Vellore.
„	4	Leonard, W. B., Esq.	Inspector of Police, 1st grade (Uncovenanted Service).
„	5	Mudaliyar, Venayaga, M. R. Ry.	Manager of the Office of the Inspector General of Police (Uncovenanted Service).
„	6	Paczensky, J. A., Esq.	Inspector of the Salt Department (Uncovenanted Service).
„	7	Rao, T. Ramchandra, Esq.	Assistant Commissioner of Police, Madras (Uncovenanted Service).
„	8	Simpson, S. D., Esq.	Assistant Superintendent, and Acting Deputy Commissioner of Police, Madras (Uncovenanted Service).
„	9	Upshon, H. M., Esq.	Inspector of Police, 1st grade (Uncovenanted Service).
„	10	Wilton, W. H. St. A., Lieut.-Col.	District Superintendent of Police, 2nd grade, Cuddapah.
Bombay	11	Bocarro, J., Esq.	Representative of an East Indian Association in Bombay.
„	12	Chiploonkar, S. H., Esq.	Resident of Poona.
„	13	Dadabhai Dhanjisha, Esq.	Assistant Superintendent of Police, Thana (Uncovenanted Service).
„	14	Keyser, A. Esq., C.S.	District Magistrate, Thana (Covenanted Service).
„	15	Kuti, Ganpat Mulhar Bokad Mahadeo.	Inspector of Police, 2nd grade, Satara (Uncovenanted Service).
„	16	Kyte, S. A., Esq.	Inspector of City Police, Poona (Uncovenanted Service).
„	17	LeeWarner, W., Esq., C.S.	Magistrate and Collector, Poona (Covenanted Service).
„	18	Vincent, R. H., Esq.	District Superintendent of Police, Ahmednagar (Uncovenanted Service).
„	19	Wilson, W. H., Col., S.C.	District Superintendent of Police, Poona.
Bengal	20	Aitkinson, A. W., Rev.	Principal, Martinière College, Calcutta.
„	21	Bamber, H. W. J., Esq.	District Superintendent of Police, 1st grade, 24-Pergunnahs (Uncovenanted Service).
„	22	Chatterji, Brojendra Nath, Babu.	Inspector of Police, 2nd grade, Calcutta (Uncovenanted Service).
„	23	Clogstoun, H. C., Esq.	Officiating District Superintendent of Police, Howrah (Uncovenanted Service).
„	24	Coles, J. J. B., Esq.	Principal, Doveton College, Calcutta.
„	25	Deb, Jadub Chunder, Babu.	District Superintendent of Police.
„	26	Harrison, the Hon'ble Sir Henry, KT., C.S.	Commissioner of Police, Calcutta (Covenanted Service).
„	27	Knyvett, W. L. N., Lt.-Col.	Senior Deputy Inspector General of Police, Calcutta.
„	28	Samuells, C. A., Esq., C.S.	Collector of Customs, Calcutta (Covenanted Service).

Province.	Serial No.	Name.	Designation.
		POLICE DEPARTMENT—*contd.*	
Bengal	29	Showers, E. M., Esq.	Assistant Inspector General, Government Railway Police, Calcutta (Uncovenanted Service).
North-Western Provinces and Oudh.	30	Berrill, E., Esq.	Assistant Inspector General, Government Railway Police, Allahabad (Uncovenanted Service).
„	31	Smith, Sidney, Esq.	District Superintendent of Police, Cawnpore (Uncovenanted Service).
Punjab	32	Amar Singh, Mian	Inspector of Police, 1st grade, Lahore (Uncovenanted Service).
„	33	Amolak Ram, Lala	Munsif of Lahore (Uncovenanted Service).
„	34	McAndrew, J., Esq.	Deputy Inspector General of Police, Lahore Circle (Uncovenanted Service).
„	35	Meakins, S., Esq.	Inspector of Police, 2nd grade (Uncovenanted Service).
„	36	Sher Singh, Mian	Assistant District Superintendent of Police, Hushiarpur (Uncovenanted Service).
„	37	Smith, Turton, Esq.	District Superintendent of Police, 1st grade, Lahore (Uncovenanted Service).
„	38	Warburton, J. P., Esq.	District Superintendent of Police, 2nd grade, Amritsar (Uncovenanted Service).
„	39	Williams, H., Esq.	Inspector of Police, 3rd grade (Uncovenanted Service).
		PUBLIC WORKS DEPARTMENT.	
Madras	1	Aiyar, R. Vaithianath, M. R. Ry., B.A., B.C.E.	Sub-Engineer, Public Works Department (Uncovenanted Service).
„	2	Calder, W. D., Esq.	Accountant, 1st grade, Public Works Department (Uncovenanted Service).
„	3	Chariyar, Subharaya, Rai Bahadur, B.C.I.	Executive Engineer, 3rd grade, sub. *pro tem.* (Uncovenanted Service).
„	4	Chetty, S. Narayanswami, M. R. Ry.	District Court Pleader, Vellore.
„	5	Conquest, J., Esq., B. A.	Accountant, 2nd grade, Public Works Department (Uncovenanted Service).
„	6	Ellis, J. W. H., Esq.	Honorary Assistant Engineer, 1st class (Uncovenanted Service).
„	7	Henderson, C. B., Captain, R.E.	Executive Engineer and Acting Principal of the Civil Engineering College, Madras.
„	8	Mudaliyar, A. M., M. R. Ry.	Late temporary Sub-Engineer, Public Works Department.
„	9	Mudaliyar, A. Narayanswami, M. R. Ry.	Supervisor, 1st grade, Public Works Department (Uncovenanted Service).
„	10	Pears, S. D., Esq.	Executive Engineer, 4th grade (Uncovenanted Service).
„	11	Pennycuick, Lt.-Col. J., R.E.	Superintending Engineer, Trichinopoly Circle.
„	12	Pillai, Ratnasabhapati, Rai Saheb, B.A., B.C.E.	Assistant Engineer, 1st grade (Uncovenanted Service).
„	13	Rao, B. Narasinga, M. R. Ry.	Accountant, 4th grade (Uncovenanted Service).
„	14	Sastri, Subramanya, M. R. Ry.	Overseer, 2nd grade (Uncovenanted Service).
„	15	Stephens, B., Esq.	Local Fund Engineer, Coimbatore District.

Province.	Serial No.	Name.	Designation.
		PUBLIC WORKS DEPARTMENT—*contd.*	
Madras .	16	Upshon, J. R., Esq. .	Establishment Clerk, Madras Public Works Secretariat (Uncovenanted Service).
„ .	17	Vibart, Col. H. M., R.E. .	Superintending Engineer, Madras Circle.
„ .	18	Vincent, C., Esq. . .	Executive Engineer, 3rd grade, Public Works Department (Uncovenanted Service).
Bombay .	19	Cooke, T., Dr., M.A., LL.D., F.G.S., M.I.C.E.	Principal of the College of Science, Poona (Uncovenanted Service).
„ .	20	Crisp, W. A., Esq. . .	Temporary Deputy Examiner of P. W. Accounts (Uncovenanted Service).
„ .	21	Desai, R. G., Rao Bahadur	Executive Engineer, 3rd grade, Delegate of the Sarvaianik Sabha (Uncovenanted Service).
„ .	22	Godbole, K. R., Rao Bahadur.	Executive Engineer, 3rd grade (Uncovenanted Service).
„ .	23	Hart, A., Esq., C.E. .	Chief Engineer, Secretary to Government of Bombay, Public Works Department (Uncovenanted Service).
„ .	24	Kannikar, V. B., Rao Bahadur.	*Pensioner.* Late Executive Engineer, 1st grade.
„ .	25	Mander, A. T., Colonel .	Acting Superintending Engineer, Central Division.
„ .	26	Murzban, M. K., Khan Bahadur, M.I.C.E.	Executive Engineer, 3rd grade, Presidency Division (Uncovenanted Service).
„ .	27	Wamon, Motand, Rao Bahadur.	Temporary Supervisor, Public Works Department (Uncovenanted Service).
„ .	28	Wredden, J. O., Esq. .	Accountant, 3rd grade, Public Works Department (Uncovenanted Service).
Bengal .	29	Barclay, P. D., Esq. .	Traffic Superintendent, Eastern Bengal State Railway, Calcutta (Uncovenanted Service).
„ .	30	Bestic, W. B., Esq., C.E. .	Junior Secretary to Government, Bengal, Public Works Department (Uncovenanted Service).
„ .	31	Bose, Khetter Mohan, Babu.	*Pensioner.* Late Executive Engineer.
„ .	32	Boughey, G. F. O., Major, R.E.	Manager, Eastern Bengal State Railway.
„ .	33	Braddon, J. B., Esq. .	Examiner of Accounts, Public Works Department (Uncovenanted Service).
„ .	34	Bhuttacharjee, Khetra Nath, Babu.	Private gentleman, Calcutta.
„ .	35	Chatterji, Khedar Nath, Babu.	Executive Engineer, 2nd grade (Uncovenanted Service).
„ .	36	Deveria, T., Esq.	Private gentleman, Calcutta.
„ .	37	Finney, S., Esq. . .	Assistant Manager, Eastern Bengal State Railway (Uncovenanted Service).
„ .	38	Mukerji, Khetter Prosad, Babu.	Executive Engineer and District Engineer, 24-Pergunnahs (Uncovenanted Service).
„ .	39	Nicholson, W., Esq., C.E. .	Superintendent of Ways and Works, Eastern Bengal State Railway (Uncovenanted Service).
„ .	40	Odling, C. W., Esq., M.E.	Superintending Engineer, Irrigation Branch (Uncovenanted Service).
„ .	41	Paramanic, Bama Charn, Rai Sahib.	Honorary Assistant Engineer (Uncovenanted Service).
„ .	42	Quinlan, E. P., Esq. .	Examiner of Accounts, Eastern Bengal State Railway (Uncovenanted Service).

Province.	Serial No.	Name.	Designation.
		PUBLIC WORKS DEPARTMENT—*contd.*	
Bengal	43	Ralla Ram, Lala	Honorary Assistant Examiner of Public Works Accounts (Uncovenanted Service).
„	44	Rendell, A. W., Esq.	Locomotive Superintendent, Eastern Bengal State Railway (Uncovenanted Service).
„	45	Roy, Madhub Chunder, Babu.	Executive Engineer, 2nd grade (Uncovenanted Service).
„	46	Spring, F. J. E., Esq., L.C.E., M.L.C.E.	Under-Secretary to Government, Bengal, Public Works Department, and Assistant Chief Engineer, Bengal Railway Branch (Uncovenanted Service).
„	47	Toogood, J. H., Esq.	Executive Engineer, 2nd grade (Uncovenanted Service).
„	48	Wilcocks, J., Esq., C.E.	Assistant Engineer, Public Works Department (Uncovenanted Service).
North-Western Provinces and Oudh.	49	Atkins, F. T., Esq.	President, United Railway-Government Servants' Association, Allahabad.
„	50	Corbett, F. V., Major, R.E.	Executive Engineer, 1st grade, Irrigation Branch, Agra.
„	51	Grant, A., Esq., C.E.	Executive Engineer, Irrigation Branch (Uncovenanted Service).
„	52	Swetenham, E., Col., C.E., B.S.C.	Superintending Engineer, Allahabad Circle.
„	53	Wright, W. C., Esq., C.E.	Executive Engineer, Lucknow Division (Uncovenanted Service).
Punjab	54	Bradley, R., Esq.	Executive Engineer, 2nd grade, Irrigation Branch (Uncovenanted Service).
„	55	Browne, J., Brig.-Genl., R.E., C.B., C.S.I.	Engineer-in-Chief, Sind-Pishin State Railway.
„	56	Buckley, R. B., Esq., M.I.C.E., M.I.M.E.	Under-Secretary to the Government of India, P. W. D., Irrigation Branch (Uncovenanted Service).
„	57	Burt, H. P., Esq., C.E.	Executive Engineer (Uncovenanted Service).
„	58	Filgate, Col. A. J., R.E.	Accountant General, Public Works Department.
„	59	Ganga Ram, Rai Bahadur, A.M. I.C.E.	Executive Engineer, 3rd grade (Uncovenanted Service).
„	60	Harvey, E., Major, R.E.	Superintendent of Works, General Branch, Lahore.
„	61	Higham, T., Esq.	Superintending Engineer, 3rd class, Irrigation Branch (Uncovenanted Service).
„	62	Hilliard, W. R., Lieut., R.E.	Deputy Examiner, 2nd grade, Public Works Accounts, Lahore.
„	63	Home, R., Col., R.E.	Deputy Secretary to the Government of India, Public Works Department, and Inspector General of Irrigation.
„	64	Irwin, Henry, Esq.	Superintending Engineer, Simla Imperial Circle (Uncovenanted Service).
„	65	Johnson, W. H., Esq.	Executive Engineer, 1st grade, Rawal Pindi (Uncovenanted Service).
„	66	Lambert, P., Col., R.E.	Examiner, Public Works Accounts, Lahore.
„	67	Macdonald, R. G., Esq.	Examiner, 2nd class, and Deputy Accountant General, Public Works Department (Uncovenanted Service).
„	68	Oliver, E. E., Esq., M. I.C.E.	Under-Secretary to the Government, Punjab, Public Works Department, General Branch (Uncovenanted Service).
„	69	Ottley, J. W., Major, R.E.	Superintending Engineer, Public Works Department, Irrigation Branch.
„	70	Prem Nath, Pandit	Examiner of Accounts, North-Western State Railway (Uncovenanted Service).
„	71	Ten Brooke, A. H., Esq.	Honorary Assistant Examiner, P. W. Accounts, Lahore (Uncovenanted Service).

Province.	Serial No.	Name.	Designation.
			REGISTRATION DEPARTMENT.
Madras .	1	Hari Rao, Esq. . .	Chief Registrar, Madras (Uncovenanted Service).
Bombay .	2	Atmaram Trimbax, Esq.	Registrar, Bombay (Uncovenanted Service).
„ .	3	Chotya Ratanji Shahpurji, Khan Sahib.	Inspector of Registration, Gujrat Circle (Uncovenanted Service).
„ .	4	Luxa, H. A., Esq. .	Acting Senior Inspector, Poona (Uncovenanted Service).
„ .	5	Ratiram Motiram . .	Sub-Registrar, Bombay (Uncovenanted Service).
Bengal .	6	Beames, H. B., Esq. . .	Officiating 2nd Inspector of Registration, Calcutta (Uncovenanted Service).
„ .	7	Ghose, H. C., Babu .	1st Inspector of Registration (Uncovenanted Service).
Punjab .	8	Barkat Ram, Lala . .	Sub-Registrar, Gujranwalla.
„ .	9	Jamaluddin, Fikir Syad	Sub-Registrar, Lahore.
„ .	10	Nichol, E., Esq. . . .	Sub-Registrar, Amritsar.
			SALT DEPARTMENT.
Madras .	1	Aiyar G., Subramanya, M. R. Ry.	Editor of the *Hindu* Newspaper, Madras.
„ .	2	Beeson, W., Esq. . .	Inspector in charge of Ennore Circle (Uncovenanted Service).
„ .	3	Chetty, S. Narayan Assami, M.R. Ry.	Pleader, Vellore.
„ .	4	Ditmas, F. W., Esq. .	Assistant Commissioner of Salt and Abkari Revenue (Uncovenanted Service).
„ .	5	Menon, P. Konan, Esq. .	3rd grade Inspector, Salt Revenue (Uncovenanted Service).
„ .	6	Millet, E. L., Esq. . .	Assistant Secretary to the Commissioner of Salt and Abkari Revenue (Uncovenanted Service).
„ .	7	Mudaliyar, P. Rajaratna, M. R. Ry.	Secretary to the Commissioner of Revenue Settlement (Uncovenanted Service).
„ .	8	Naidu, Vasudeva, M. R. Ry.	4th grade Inspector, Salt Revenue (Uncovenanted Service).
„ .	9	Rundall, C., Esq. . .	Deputy Commissioner of Salt and Abkari Revenue (Uncovenanted Service).
Bombay .	10	Acworth, H. M., Esq., C.S.	Deputy Collector of Salt Revenue in charge of Southern Division (Covenanted Service).
„ .	11	Bocarro, J., Esq. . .	Representative of an East Indian Association, Bombay.
„ .	12	Buckley, H. E., Esq. .	Assistant Commissioner of Salt Revenue (Uncovenanted Service).
„ .	13	McCann, W. H., Esq. .	Superintendent of the Coast Guard Service (Uncovenanted Service).
„ .	14	Madhavrao Somji, Esq. .	Native Assistant to the Collector of Salt Revenue (Uncovenanted Service).
„ .	15	Porteous, W., Esq., C.S. .	Acting Collector of Salt Revenue (Covenanted Service).
Punjab .	16	Ashton, A. F., Esq. . .	Assistant Commissioner, Northern India Salt Revenue, Sambhar (Uncovenanted Service).
„ .	17	Assudullah Khan, Sheik	Superintendent, Northern India Salt Revenue Department, Internal Branch (Uncovenanted Service).

Province.	Serial No.	Name.	Designation.
			SALT DEPARTMENT—*contd.*
Punjab .	18	Bolster, J., Esq. . .	Superintendent, 1st grade, Mayo Mines, Punjab Salt Range (Uncovenanted Service).
,, .	19	Whitten, R. J., Esq. .	Deputy Commissioner, Northern India Salt Revenue, Agra (Uncovenanted Service).
			SURVEY DEPARTMENT.
Madras .	1	D'Cruz, J. A., Esq., B.C.E.	Probationary Sub-Assistant Surveyor (Uncovenanted Service).
,, .	2	Dring, J., Esq. . .	Sub-Assistant Surveyor (Uncovenanted Service).
,, .	3	Gompertz, H. J. C., Esq. .	Deputy Superintendent of Revenue Survey (Uncovenanted Service).
,, .	4	Rao, J. Lakhshmikantha, Devan Bahadur.	Deputy Commissioner of Revenue Settlement (Uncovenanted Service).
,, .	5	Venkataramaya, G., Esq. .	Civil Assistant, Madras Revenue Survey (Uncovenanted Service).
Bombay .	6	Fletcher, D. M., Esq. .	Superintendent of Poona and Nasik Revenue Survey (Uncovenanted Service).
,, .	7	Godfrey, Col., C. W., B.S.C.	Superintendent, Ratnagiri Revenue Survey.
,, .	8	Hatch, H. F., Esq. . .	Assistant Superintendent, Ratnagiri Revenue Survey (Uncovenanted Service).
,, .	9	Kirparam Bhimbhai, Rao Bahadur.	Personal Assistant to the Director of Agriculture, Poona (Uncovenanted Service).
Punjab .	10	Codington, Lieut.-Col. F., R.E.	Deputy Superintendent, Survey of India.
,, .	11	Haig, C. T., Col., R.E. .	Deputy Surveyor General, Trigonometrical Branch.
,, .	12	Pemberton, J. S., Esq. .	Surveyor, 2nd grade, Junior Division (Uncovenanted Service).
,, .	13	Sandeman, J. E., Major, R.E.	Deputy Superintendent, Survey of India.
			TELEGRAPH DEPARTMENT.
Madras .	1	Aiyar, V. Mooniswami, M. R. Ry.	Signaller, Government Telegraph Office, Madras (Uncovenanted Service).
,, .	2	Halje, T., Esq. . .	*Pensioner.* Late of the Telegraph Department.
,, .	3	Hanrahan, P. J., Esq. .	Telegraph Master, Bangalore (Uncovenanted Service).
,, .	4	Thorpe, P., Esq. . .	Sub-Assistant Superintendent, 1st grade (Uncovenanted Service).
,, .	5	Towers, G. L., Esq. . .	Assistant Superintendent, 1st grade (Uncovenanted Service).
,, .	6	Wale, A., Esq. . .	Telegraph Master and Inspector (Uncovenanted Service).
,, .	7	Warden, E., Esq. . .	Inspecting Telegraph Master, Bangalore (Uncovenanted Service).
,, .	8	Woodward, H. S., Esq. .	Assistant Superintendent, 1st grade (Uncovenanted Service).
Bombay .	9	Baput, Hari Anand, Esq. .	Signaller, Government Telegraph Office, Poona (Uncovenanted Service).
,, .	10	Black, H., Esq. . .	Telegraph Master, Bombay (Uncovenanted Service).
,, .	11	Bocarro, J., Esq. . .	Representative of an East Indian Association, Bombay.
,, .	12	Hullah, A., Esq. . .	Superintendent, 5th grade, Poona (Uncovenanted Service).
,, .	13	Johnson, W. H., Esq. .	Telegraph Master, Poona (Uncovenanted Service).
,, .	14	Keely, T. H., Esq. . .	Ditto, Bombay (Uncovenanted Service).
,, .	15	O'Brien, C., Esq. . .	Ditto, Poona, 4th grade (Uncovenantned Service).
,, .	16	Quinn, J., Esq. . .	Ditto, Bombay (Uncovenanted Service).

Province.	Serial No.	Name.	Designation.
		TELEGRAPH—*contd.*	
Bombay .	17	Raghunath Narayan .	Signaller, Government Telegraph Office, Bombay (Uncovenanted Service).
„ .	18	Trowers, M. R., Esq. .	Chief Superintendent, Bombay Division (Uncovenanted Service).
Bengal .	19	Steele, S., Esq. . .	Signaller, Calcutta Government Telegraph Office (Uncovenanted Service).
Punjab .	20	Bignell, W. R. D'O., Esq. .	Chief Superintendent of Telegraphs, Punjab Division (Uncovenanted Service).
„ .	21	Brooke, W. R., Esq. .	Director, Construction Branch (Uncovenanted Service).
„ .	22	Duthy, J. W. B., Esq. .	Superintendent, 5th grade, Lahore (Uncovenanted Service).
„ .	23	Luke, P. V., Esq., C.I.E. .	Acting Superintendent, 1st grade (Uncovenanted Service).
„ .	24	Mallock, H. A., Col. .	Deputy Director General of Telegraphs in India.
„ .	25	Murray, E. H., Esq. . .	Sub-Assistant Superintendent, 2nd grade, Lahore (Uncovenanted Service).
„ .	26	Reynolds, C. H., Esq. .	Acting Director, Traffic Branch (Uncovenanted Service).

APPENDIX E.

LIST OF MEMORIALS AND OTHER DOCUMENTS RECEIVED BY THE PUBLIC SERVICE COMMISSION.

No.	Place.	From whom received.	Subject.
		MADRAS.	
1	Berwada . . .	Chevendra Venkalachalam, Special Deputy Collector, Berwada, Kistna District.	The Civil Service question.
2	Kumbakonam . .	M. R. Ry. P. Thambusami Mudaliar, Mirasidar and Chairman, Kumbakonam Municipality.	Answers to the issues framed by the Commission.
3	Madras . . .	Secretary to the Madras Mahajana Sabha.	The promotion of the interests of the people of India.
4	Ditto . . .	S. A. Saminadier . . .	Answers to the questions issued by the Commission.
5	Ditto . . .	J. Tallent, Esq., a retired officer of the Uncovenanted Service.	Ditto ditto ditto.
6	Mayaveram . .	T. G. Sundaresa Aiyar, B.A., Sub-Registrar.	The Civil Service question.
7	Rajahmandri . .	V. S. Avaohain, Secretary to the Rajahmandri Literary and Debating Association.	The Civil Service Rules.
8	Tindivarum, South Arcot	Teacher of the Arcot American Mission School.	The question of the age at which entrance into the public service is barred.
9	Trichoor, Malabar Coast	A. Sankariah, B.A., Fellow of the Madras University, Dewan Peshkar of Cochin, President of the Hindu Sabha.	The Civil Service question.
		BOMBAY.	
10	Ahmednagar . .	Inhabitants of the Nevassa Taluka	Answers to the issues framed by the Commission.
11	Belgaum . . .	Basapa Mariapa Bhoja, Secretary, Lingayet Educational Association, Belgaum Branch.	The Civil Service question.
12	Ditto . . .	Gurshidapa Virbasapa Gilganchi.	The admission to, and promotion of, graduates and non-graduates in the Revenue Department.
13	Bombay . . .	Secretary, Bombay Presidency Association.	The admission of natives of India to the Civil Service.
14	Ditto . . .	Bowmanji Cursetji Bhandoopvala.	Indian affairs.
15	Ditto . . .	Dadabhai Nauroji . . .	The Indian Civil Service.
16	Ditto . . .	J. E. Kohiyar, Assistant Secretary to the Government of Bombay.	"How to introduce National Technical Education in India."
17	Ditto . . .	Lalubhoi Chhaganlal Ozar, Under-Secretary, Bhavnagar Niti Bhanoodaya Sabha.	The Civil Service question.
18	Ditto . . .	Nanabhai Haridas . . .	The Indian Civil Service.
19	Ditto . . .	H. W. Swinden, Esq., Secretary, Eurasian and Anglo-Indian Association of Western India.	Disabilities under which the Eurasian and Anglo-Indian community domiciled in India labour.
20	Broach . . .	Secretary, Loka Hittechha Sabha	The Civil Service question.
21	Ditto . . .	Nasarwanji Sheriarji Ginvala .	The Indian Civil Service.
22	Ditto . . .	Sorabshah Dadabhai Fardunji .	Answers to the issues framed by the Commission.
23	Dahanu . . .	Narayan Vithal, Mamlatdar's Office, District Thana.	Appointment and promotion to the lower grades of the public service.
24	Dharwar . . .	Secretary, Lingayet Educational Association.	The Civil Service question.
25	Dhulia . . .	Govin R. Gurrood, Rao Bahadur.	Ditto ditto.

No.	Place.	From whom received.	Subject.
		BOMBAY—*contd.*	
26	Godhra . . .	Ranchorlal Govindram, Panch Mahal Collector's Office.	The Civil Service question.
27	Jalalpore . . .	Dadabhai Nasarwanji Nanaoati, Mamlatdar of Jalalpore, Surat District.	Ditto ditto.
28	Karwar . . .	Arthur H. Unwin, Esq., C.S. .	Pensions to Covenanted Officers.
29	Poona . . .	Gangaram Bhau Maske, Honorary Secretary, Deccan Association.	An Appeal by the Deccan Association for the promotion of education among Mahrattas, &c.
30	Ditto . . .	Narayan Raw Bhikaji, pensioned Deputy Collector.	The Civil Service question.
31	Ditto . . .	Assistant Surgeon Rao Sahib Vishram Ramji Gholley, in charge of K. B. P. Sorabji's Charitable Dispensary.	Answers to the questions issued by the Commission.
		BENGAL AND ASSAM.	
32	Burisal . . .	Babu Pramotha Nath Mukerji, Pleader, Judge's Court.	The new rules of competition for the Subordinate Executive Service in Bengal.
33	Calcutta . . .	Registrar, Calcutta University .	The disqualifying effects of the present limit of age for the Indian Civil Service on students who have completed a course of liberal education in Indian or other Universities.
34	Ditto . . .	Syama Charn Bhattacharji, B.A., Manager, *Hindu Herald.*	The appointment of Hindus, Mahomedans, and Parsis to the higher branches of the public service.
35	Dinapore . . .	Syad Zahir-ud-din, Honorary Magistrate, and Member, District Board, Patna, and Secretary, Branch Mahomedan Assocation.	The Civil Service question.
36	Golaghat . . .	President, Golaghat Hitasadhini Sabha.	Proceedings of a public meeting held at Golaghat for the purpose of considering the new Land Law and Forest Rules, &c.
37	Gya	Mahomed Wazir Ali Khan . .	The Civil Service question.
38	Jorhat . . .	Brojonath Beybaroa, Secretary, Upper Assam Sarvajanik Sabha.	The Assam Revenue Bill.
39	Kurseong . . .	C. J. O'Donnell, Esq., C.S. .	Reforms in the Civil Service.
40	Nuddea . . .	Nuffer Chunder Bhatta, B.L., Sub-Judge of Nuddea.	Answers to the questions issued by the Commission.
		NORTH-WESTERN PROVINCES AND OUDH.	
41	Agra	Sheo Narayan, Secretary, Agra Municipal Board and to the "Mufid-i-Am."	Answers to the questions issued by the Commission.
42	Aligarh . . .	Unis Khan, Chief of Dataoli .	Ditto ditto.
43	Allahabad . . .	F. T. Atkins, Esq. . . .	Preclusion of Eurasians from competing for the Civil Service.
44	Ditto . . .	F. T. Atkins, Esq. . . .	The fitness of Natives of India for the Judicial and Revenue Departments.
45	Ditto . . .	Ashootosh Mukerji Municipal Commissioner.	Answers to the questions issued by the Commission.
46	Ditto . . .	Nagendra Nath, Superintendent, Manda Estate.	Answers to the questions issued by the Commission.
47	Ditto . . .	A. C. Tupp, Esq., C.S. . .	Admission of Natives of India to the higher Civil Service.
48	Bahraich . . .	Udai Pertab Singh, Raja of Bhinga.	The Indian Civil Service.
49	Benares . . .	Babu Bireshwar Mitter, Vakil, High Court, North-Western Provinces.	Answers to the questions issued by the Commission.

No.	Place.	From whom received.	Subject.
		NORTH-WESTERN PROVINCES AND OUDH—*contd.*	
50	Jaunpur . . .	Syad Sajjad Hassan, Munsarim, District Judge's Court.	Answers to the questions issued by the Commission.
51	Lucknow . . .	Nawab Mirza Mahomed Mehndi Ali Khan.	Ditto ditto.
		PUNJAB.	
52	Delhi . . .	Bhagwan Dass, Banker and Manager, Anglo-Sanskrit School.	Answers to the questions issued by the Commission.
53	Kulu . . .	A. Banon, Esq., late Captain, Bengal Staff Corps.	Ditto ditto.
54	Lahore . . .	J. Bridges-Lee, Esq., M.A., Barrister-at-Law.	The Indian Public Services.
55	Ditto . . .	Daulat Ram, Pleader, Chief Court	Answers to the questions issued by the Commission.
56	Ditto . . .	L. W. Dane, Esq., C.S., Registrar, Chief Court, Lahore.	A note on certain questions issued by the Public Service Commission which call for action on the part of Junior Civilians in the Punjab.
57	Ditto . . .	Editor, "Aftab-i-Punjab" . .	Answers to the questions issued by the Commission.
58	Ditto . . .	Ganga Ram, B.A., Translator, Chief Court.	Answers to the questions issued by the Commission.
59	Ditto . . .	Lala Chandu Lal, Assistant Master, District School.	Answers to the questions issued by the Commission.
60	Ditto . . .	J. A. E. Miller, Esq. . .	Admission of Natives of India and Europeans, respectively, to the Indian Civil Service.
61	Ditto . . .	C. L. Tupper, Esq., C.S. . .	Employment of Natives of India in the civil administration of the country.
62	Mooltan . . .	Pandit Raj Nath, Editor, "Danish-i-Hind" Newspaper.	Answers to some of the questions issued by the Commission.
63	Shahpur . . .	T. A. O'Conner, Esq., District Superintendent of Police.	Answers to the questions issued by the Commission.
64	Simla . . .	Sir Edward C. Buck, Kt., C.I.E. .	Admission of Natives to the Civil Service.
65	Ditto . . .	J. W. Lowrie, Esq. . . .	Pensions to Uncovenanted Servants.
		CENTRAL PROVINCES.	
66	Bhandara . . .	Inhabitants of Bhandara . .	Answers to the issues framed by the Commission.
67	Jubbulpore . .	Syad Ahmad, Khan Bahadur .	Exclusion of Natives of India from the Civil Service.
68	Raipur . . .	Dr. Alex. G. Fraser, D.D. . .	The views of certain Natives of Bombay relating to the Civil Service Rules.
		NATIVE STATES.	
69	Hyderabad . . .	Mehndi Hasain Khan, Chief Justice, High Court of His Highness the Nizam.	Rules relating to Statutory Civilians.
70	Indore . . .	H. Nusservanji, Secretary, Managing Committee, Indore Residency Native Library.	Answers of Rai Bahadur Unundi Din to the questions framed by the Public Service Commission.
71	Jeypore . . .	Bal Chunder Shastri, Jeypore Police Department.	Working of the Civil Service Rules.
		ENGLAND.	
72	London . . .	E. A. Manning, Esq., Honorary Secretary, National Indian Association.	Superintendence of Indian students in England.

APPENDIX F.

THE REPORT, DATED NOVEMBER 1854, FROM THE COMMITTEE WHO WERE REQUESTED TO TAKE INTO CONSIDERATION THE SUBJECT OF THE EXAMINATION OF CANDIDATES FOR THE CIVIL SERVICE OF THE EAST INDIA COMPANY.

We have attentively considered the subject about which you have done us the honour to consult us, and we now venture to submit to you the result of our deliberations.

We do not think that we can more conveniently arrange the suggestions which we wish to offer than by following the order which is observed in the 39th and 40th clauses of the India Act of 1853.

The first matter concerning which the Board of Control is empowered by the 39th clause to make regulations is the age of the persons who are to be admitted into the College at Haileybury.

The present rule is, that no person can be admitted under 17, and that no person can go out to India after 23. Every student must pass four terms, that is to say, two years at the College. Consequently none can be admitted after 21.

It seems to us that it would be a great improvement to allow students to be admitted to the College up to the age of 23, and to fix 25 as the latest age at which they can go out to India in the Civil Service. It is undoubtedly desirable that the civil servant of the Company should enter on his duties while still young; but it is also desirable that he should have received the best, the most liberal, the most finished education that his native country affords. Such an education has been proved by experience to be the best preparation for every calling which requires the exercise of the higher powers of the mind; nor will it be easy to show that such preparation is less desirable in the case of a civil servant of the East India Company than in the case of a professional man who remains in England. Indeed, in the case of the civil servant of the Company, a good general education is even more desirable than in the case of the English professional man; for the duties even of a very young servant of the Company are more important than those which ordinarily fall to the lot of a professional man in England. In England, too, a professional man may, while engaged in active business, continue to improve his mind by means of reading and of conversation. But the servant of the Company is often stationed, during a large part of his life, at a great distance from libraries and from European society, and will therefore find it peculiarly difficult to supply by study in his mature years the deficiencies of his early training.

The change which we propose will have one practical effect, to which we attach much importance. We think it desirable that a considerable number of the civil servants of the Company should be men who have taken the first degree in Arts at Oxford or Cambridge. At present the line is drawn as if it had been expressly meant to exclude Bachelors of those Universities. It will, we believe, be found that the great majority of our academic youth graduate too late by a few months, and only by a few months, for admission into Haileybury.

We propose to fix 18 as the lowest age at which a candidate can be admitted into the College. We are, indeed, of opinion that, except in very rare and extraordinary cases, it is not desirable that a lad should be admitted so early as 18. But we are convinced that, except in very rare and extraordinary cases, no lad of 18 will have any chance of being admitted. Hitherto the admissions have been given by favour. They are henceforward to be gained by superiority in an intellectual competition. While they were given by favour, they were frequently, indeed generally, given to persons whose age was not much above the minimum. A Director would naturally wish his son or his nephew to be handsomely provided for at 19 rather than at 23, and to be able to return to England with a competence at 44 rather than at 48. A majority of the students have, therefore, been admitted before they were 19, and have gone out before they were 21. But it is plain that, in any intellectual competition, boys of 18 must be borne down by men of 21 and 22. We may therefore, we believe, safely predict that nine-tenths of those who are admitted to the College under the new system will be older than nine-tenths of those who quit it under the present system. We hope and believe that among the successful competitors will frequently be young men who have obtained the highest honours of Oxford and Cambridge. To many such young men a fellowship, or a tutorship, which must be held on condition of celibacy, will appear less attractive than a situation which enables the person who holds it to marry at an early age.

The India Act next empowers the Board of Control to determine the qualifications of the candidates for admission to Haileybury. It seems to us to be proper that every person who

intends to be a candidate should, at least six weeks before the examination, notify his intention to the Board of Control, and should at the same time transmit a list of the subjects in which he proposes to be examined, in order that there may be time to provide a sufficient number of examiners in each department. He should at the same time lay before the Board testimonials certifying that his moral character is good. Whether the testimonials be or be not satisfactory is a point which, we conceive, may safely be left to the determination of the Board.

The Board is then authorized by the Act to make regulations prescribing the branches of knowledge in which the candidates for admission to Haileybury shall be examined. Here arises at once a question of the gravest importance. Ought the examination to be confined to those branches of knowledge to which it is desirable that English gentlemen who mean to remain at home should pay some attention; or ought it to extend to branches of knowledge which are useful to a servant of the East India Company, but useless, or almost useless, to a person whose life is to be passed in Europe?

Our opinion is that the examination ought to be confined to those branches of knowledge to which it is desirable that English gentlemen who mean to remain at home should pay some attention.

It is with much diffidence that we venture to predict the effect of the new system; but we think that we can hardly be mistaken in believing that the introduction of that system will be an event scarcely less important to this country than to India. The educated youths of the United Kingdom are henceforth to be invited to engage in a competition in which about 40 prizes will, on an average, be gained every year. Every one of these prizes is nothing less than an honourable social position, and a comfortable independence for life. It is difficult to estimate the effect which the prospect of prizes so numerous and so attractive will produce. We are, however, familiar with some facts which may assist our conjectures. At Trinity College, the largest and wealthiest of the colleges of Cambridge, about four fellowships are given annually by competition. These fellowships can be held only on condition of celibacy, and the income derived from them is a very moderate one for a single man. It is notorious that the examinations for Trinity fellowships have, directly and indirectly, done much to give a direction to the studies of Cambridge and of all the numerous schools which are the feeders of Cambridge. What, then, is likely to be the effect of a competition for prizes which will be ten times as numerous as the Trinity fellowships, and of which each will be more valuable than a Trinity fellowship? We are inclined to think that the examinations for situations in the Civil Service of the East India Company will produce an effect which will be felt in every seat of learning throughout the realm—at Oxford and Cambridge, at the University of London and the University of Durham, at Edinburgh and Glasgow, at Dublin, at Cork, and at Belfast. The number of candidates will doubtless be much greater than the number of vacancies. It will not surprise us if the ordinary number examined should be three or four hundred. The great majority, and among them many young men of excellent abilities and laudable industry, must be unsuccessful. If, therefore, branches of knowledge specially Oriental should be among the subjects of examination, it is probable that a considerable number of the most hopeful youths in the country will be induced to waste much time, at that period of life at which time is most precious, in studies which will never, in any conceivable case, be of the smallest use to them. We think it most desirable that the examination should be of such a nature that no candidate who may fail shall, to whatever calling he may betake himself, have any reason to regret the time and labour which he spent in preparing himself to be examined.

Nor do we think that we shall render any service to India by inducing her future rulers to neglect, in their earlier years, European literature and science for studies specially Indian. We believe that men who have been engaged, up to one or two and twenty, in studies which have no immediate connection with the business of any profession, and of which the effect is merely to open, to invigorate, and to enrich the mind, will generally be found, in the business of every profession, superior to men who have, at 18 or 19, devoted themselves to the special studies of their calling. The most illustrious English jurists have been men who have never opened a law book till after the close of a distinguished academical career; nor is there any reason to believe that they would have been greater lawyers if they had passed in drawing pleas and conveyances the time which they gave to Thucydides, to Cicero, and to Newton. The duties of a civil servant of the East India Company are of so high a nature, that in his case it is peculiarly desirable that an excellent general education, such as may enlarge and strengthen his understanding, should precede the special education which must qualify him to despatch the business of his cutcherry.

It therefore seems to us quite clear that those vernacular Indian languages which are of no value, except for the purpose of communicating with natives of India, ought not to be subjects of examination. But we are inclined, though with much distrust of our own judgment, to think that a distinction may properly be made between the vernacular languages and two languages which may be called the classical languages of India, the Sanskrit and the Arabic. These classical languages are by no means without intrinsic value in the eyes both of philologists and of men of taste. The Sanskrit is the great parent stock from which most of the vernacular languages of India are derived, and stands to them in a relation similar to that in which the Latin stands to the French, the Italian, the Spanish, and the Portuguese. The Arabic has contributed, though not in the same degree with the Sanskrit, to the formation of the vocabularies of India; and it is the source from which all the Mahomedan nations draw their religion, their jurisprudence, and their science. These two languages are already studied by a few young men at the great English seats of learning. They can be learned as well here as in the East; and they are not likely to be studied in the East unless some attention has been paid to them here. It will, we apprehend, very seldom happen that a candidate will offer himself for examination in Sanskrit or in Arabic, but as such instances may occur, we think it expedient to include those languages in the list of subjects.

As to the other subjects, we speak with more confidence. Foremost among those subjects we place our own language and literature. One or more themes for English composition ought to be proposed. Two papers of questions ought to be set. One of those papers should be so framed as to enable the candidates to show their knowledge of the history and constitution of our country: the other ought to be so framed as to enable them to show the extent of their knowledge of our poets, wits, and philosophers.

In the two great ancient languages there ought to be an examination not less severe than those examinations by which the highest classical distinctions are awarded at Oxford and Cambridge. At least three passages from Latin writers ought to be set, to be translated into English. Subjects should be proposed for original composition, both in Latin verse and in Latin prose; and passages of English verse and prose should be set, to be turned into Latin. At least six passages from Greek writers should be set, to be translated into English. Of these passages, one should be taken from the Homeric poems, one from some historian of the best age, one from some philosopher of the best age, one from some Attic orator, and at least one from the Attic drama. The candidates ought to have a full opportunity of exhibiting their skill in translating both English prose and English verse into Greek; and there should be a paper of questions which would enable them to shew their knowledge of ancient history, both political and literary.

We think that three of the modern languages of the Continent, the French, the Italian, and the German, ought to be among the subjects of examination. Several passages in every one of those languages should be set, to be turned into English; passages taken from English writers should be set, to be turned into French, Italian, and German; and papers of questions should be framed which would enable a candidate to show his knowledge of the civil and literary history of France, Italy, and Germany.

The examination in pure and mixed Mathematics ought to be of such a nature as to enable the judges to place in proper order all the candidates, from those who have never gone beyond Euclid's Elements and the first part of Algebra up to those who possess the highest acquirements. We think it important, however, that not only the acquirements, but also the mental powers and resources of the competitors, should be brought to the test. With this view the examination papers should contain a due proportion of original problems, and of questions calculated to ascertain whether the principles of Mathematical Science are thoroughly understood. The details will probably be best arranged by some of those eminent men who have lately been moderators in the University of Cambridge, and who know by experience how to conduct the examinations of large numbers of persons simultaneously. It must, however, be borne in mind that the extent and direction of mathematical reading, especially in the higher branches, differ greatly at the different Universities of the United Kingdom. The mathematical examination for the Indian Service must, therefore, in order to do justice to all candidates, embrace a wider range of questions than is usual at Cambridge, Oxford, or Dublin.

Of late years some Natural Sciences, which do not fall under the head of Mixed Mathematics, and especially Chemistry, Geology, Mineralogy, Botany, and Zoology, have been introduced as a part of general education into several of our Universities and Colleges. There may be some practical difficulty in arranging the details of an examination in these sciences; but it is a difficulty which has, we believe, been at some seats of learning already overcome. We have no hesitation in recommending that there should be at least one paper of questions relating to these branches of knowledge.

We propose to include the Moral Sciences in the scheme of examination. Those sciences are, it is well known, much studied both at Oxford and at the Scottish Universities. Whether this study shall have to do with mere words or with things, whether it shall degenerate into a formal and scholastic pedantry, or shall train the mind for the highest purposes of active life, will depend to a great extent on the way in which the examination is conducted. We are of opinion that the examination should be conducted in the freest manner; that mere technicalities should be avoided; and that the candidate should not be confined to any particular system. The subjects which fall under this head are the elements of moral and political philosophy, the history of the ancient and modern schools of moral and political philosophy, the science of logic, and the inductive method, of which the *Novum Organum* is the great text-book. The object of the examiners should be rather to put to the test the candidate's powers of mind than to ascertain the extent of his metaphysical reading.

The whole examination ought, we think, to be carried on by means of written papers. The candidates ought not to be allowed the help of any book; nor ought they, after once a subject for composition has been proposed to them, or a paper of questions placed before them to leave the place of examination till they have finished their work.

It is of course not to be expected that any man of 22 will have made considerable proficiency in all the subjects of examination. An excellent mathematician will often have little Greek, and an excellent Greek scholar will be entirely ignorant of French and Italian. Nothing can be further from our wish than to hold out premiums for knowledge of wide surface and of small depth. We are of opinion that a candidate ought to be allowed no credit at all for taking up a subject in which he is a mere smatterer. Profound and accurate acquaintance with a single language ought to tell more than bad translations and themes in six languages. A single paper which shows that the writer thoroughly understands the principles of the differential calculus ought to tell more than 20 superficial and incorrect answers to questions about chemistry, botany, mineralogy, metaphysics, logic, and English history.

It will be necessary that a certain number of marks should be assigned to each subject, and that the place of a candidate should be determined by the sum total of the marks which he has gained. The marks ought, we conceive, to be distributed among the subjects of examination in such a manner that no part of the kingdom, and no class of schools, shall exclusively furnish servants to the East India Company. It would be grossly unjust, for example, to the great academical institutions of England not to allow skill in Greek and Latin versification to have a considerable share in determining the issue of the competition. Skill in Greek and Latin versification has indeed no direct tendency to form a judge, a financier, or a diplomatist. But the youth who does best what all the ablest and most ambitious youths about him are trying to do well will generally prove a superior man; nor can we doubt that an accomplishment by which Fox and Canning, Grenville and Wellesley, Mansfield and Tenterden, first distinguished themselves above their fellows indicates powers of mind, which, properly trained and directed, may do great service to the State. On the other hand, we must remember that in the north of this island the art of metrical composition in the ancient languages is very little cultivated, and that men so eminent as Dugald Stewart, Horner, Jeffrey, and Mackintosh would probably have been quite unable to write a good copy of Latin alcaics, or to translate 10 lines of Shakespeare into Greek iambics. We wish to see such a system of examination established as shall not exclude from the service of the East India Company either a Mackintosh or a Tenterden, either a Canning or a Horner. We have, with an anxious desire to deal fairly by all parts of the United Kingdom, and by all places of liberal education, framed the following scale, which we venture to submit for your consideration :—

English Language and Literature :—	
Composition	500
History	500
General Literature	500
	1,500
Greek	750
Latin	750
French	375
German	375
Italian	375
Mathematics, Pure and Mixed	1,000
Natural Sciences	500
Moral Sciences	500
Sanskrit	375
Arabic	375
	6,875

It seems to us probable that of the 6,875 marks, which are the maximum, no candidate will ever obtain half. A candidate who is at once a distinguished classical scholar and a distinguished mathematician will be, as he ought to be, certain of success. A classical scholar who is no mathematician, or a mathematician who is no classical scholar, will be certain of success, if he is well read in the history and literature of his own country. A young man who has scarcely any knowledge of mathematics, little Latin and no Greek, may pass such an examination in English, French, Italian, German, Geology, and Chemistry, that he may stand at the head of the list.

It can scarcely be necessary for us to add that no expense ought to be grudged which may be necessary to secure the services of the ablest examiners in every branch of learning. Experience justifies us in pronouncing with entire confidence that, if the examiners be well chosen, it is utterly impossible that the delusive show of knowledge which is the effect of the process popularly called cramming can ever be successful against real learning and ability.

Whether the examinations ought to be held half-yearly or annually is a question which cannot, we think, be satisfactorily determined till after the first experiment has been made.

When the result of the examination has been declared, the successful candidates will not yet be civil servants of the East India Company, but only civil servants elect. It appears from the 40th clause of the Act to be the intention of the Legislature that, before they proceed to the East, there should be a period of probation and a second examination.

In what studies, then, ought the period of probation to be passed? And what ought to be the nature of the second examination?

It seems to us that, from the moment at which the successful candidates, whom we will now call probationers, have been set apart as persons who will, in all probability, have to bear a part in the government of India, they should give their whole minds to the duties of their new position. They must now be considered as having finished their general education, and as having finished it with honour. Their serious studies must henceforth be such as have a special tendency to fit them for their calling.

Of the special knowledge which a civil servant of the Company ought to possess, much can be acquired only in India, and much may be acquired far more easily in India than in England. It would evidently be a mere waste of time to employ a month here in learning what may be better learned in a week at Calcutta or Madras. But there are some kinds of knowledge which are not considered as essential parts of the liberal education of our youth, but which it is most important that a civil servant of the Company should possess, and which he may acquire in England not less easily, indeed more easily, than in India. We conceive that every probationer ought during the interval between his first and his second examination to apply himself vigorously to the acquiring of these kinds of knowledge.

The subjects of his new studies will, we apprehend, be found to range themselves under four heads.

He should, in the first place, make himself well acquainted with the History of India in the largest sense of the word history. He should study that history, not merely in the works of Orme, of Wilks, and of Mill, but also in the travels of Bernier, in the odes of Sir William Jones, and in the journals of Heber. He should be well informed about the geography of the country, about its natural productions, about its manufactures, about the physical and moral qualities of the different races which inhabit it, and about the doctrines and rites of those religions which have so powerful an influence on the population. He should trace with peculiar care the progress of the British power. He should understand the constitution of our Government, and the nature of the relations between that Government and its vassals, Mussulman, Mahratta, and Rajput. He should consult the most important Parliamentary reports and debates on Indian affairs. All this may be done with very much greater facility in England than in any part of India, except at the three seats of Government, if indeed the three seats of Government ought to be excepted.

Secondly, it seems to us to be desirable that every probationer should bestow some attention on the general principles of jurisprudence. The great majority of the civil servants of the East India Company are employed in the administration of justice. A large proportion of them are Judges; and some of the most important functions of the Collectors are strictly judicial. That the general principles of jurisprudence may be studied here with more advantage than in India will be universally acknowledged.

Thirdly, we think that every probationer ought to prepare himself for the discharge of his duties by paying some attention to financial and commercial science. He should understand

the mode of keeping and checking accounts, the principles of banking, the laws which regulate the exchanges, the nature of public debts, funded and unfunded, and the effect produced by different systems of taxation on the prosperity of nations. We would by no means require him to subscribe any article of faith touching any controverted point in the science of political economy; but it is not too much to expect that he will make himself acquainted with those treatises on political economy which have become standard works. These studies can undoubtedly be prosecuted with more advantage in England than in India.

Fourthly, we think that the study of the vernacular languages of India may with great advantage be begun in England. It is, indeed, only by intercourse with the native population that an Englishman can acquire the power of talking Bengali or Telugu with fluency. But familiarity with the Bengali or Telugu alphabet, skill in tracing the Bengali or Telugu character, and knowledge of the Bengali or Telugu grammar may be acquired as quickly in this country as in the East. Nay, we are inclined to believe that an English student will, at his first introduction to an Indian language, make more rapid progress under good English teachers than under pundits, to whom he is often unable to explain his difficulties. We are therefore of opinion that every probationer should acquire in this country an elementary knowledge of at least one Indian language.

If this recommendation be adopted, it will be desirable that the probationers should, immediately after the first examination, be distributed among the Presidencies. It will indeed be desirable that the division of the Bengal Civil Service into two parts, one destined for the upper and the other for the lower provinces, should be made here at the earliest possible moment, instead of being made, as it now is, at Calcutta.

In what manner the distribution of civil servants among the Presidencies ought henceforth to be made is a question which, though it has not been referred to us, is yet so closely connected with the questions which have been referred to us, that we have been forced to take it into consideration. We are disposed to think that it might be advisable to allow the probationers, according to the order in which they stand at the first examination, to choose their Presidencies. The only objection to this arrangement is that as the Presidency of Bengal is generally supposed to be the theatre on which the abilities of a civil servant may be most advantageously displayed, all the most distinguished young men would choose Bengal, and would leave Madras and Bombay to those who stood at the bottom of the list. We admit that this would be an evil; but it would be an evil which must, we conceive, speedily cure itself; for as soon as it becomes notorious that the ablest men in the Civil Service are all collected in one part of India, and are there stopping each other's way, a probationer who is free to make his choice will prefer some other part of India, where, though the prizes may be a little less attractive, the competition will be much less formidable. If, however, it should be thought inexpedient to allow the probationers to choose their own Presidencies in the manner which we have suggested, it seems to us that the best course would be to make the distribution by lot. We are satisfied that, if the distribution be made arbitrarily, either by the Directors or by Her Majesty's Minister for Indian Affairs, it will be viewed with much suspicion, and will excite much murmuring. At present nobody complains of the distribution. A gentleman who has obtained a Bombay writership for his son is delighted and thankful. It may not be quite so acceptable as a Bengal writership would have been: but it is a free gift; it is a most valuable favour; and it would be the most odious ingratitude to repine because it is not more valuable still. Henceforth an appointment to the Civil Service of the Company will be not matter of favour, but matter of right. He who obtains such an appointment will owe it solely to his own abilities and industry. If, therefore, the Court of Directors or the Board of Control should send him to Bombay when he wishes to be sent to Bengal, and should send to Bengal young men who in the examination stood far below him, he will naturally think himself injured. His family and friends will espouse his quarrel. A cry will be raised that one man is favoured because he is related to the Chairman, and another because he is befriended by a Member of Parliament who votes with the Government. It seems to us, therefore, advisable that the distribution of the civil servants among the Presidencies, if it cannot be made the means of rewarding merit, should be left to chance. After the allotment, of course, any two probationers should be at liberty to make an exchange by consent.

But, in whatever manner the distribution may be made, it ought to be made as soon as the issue of the first examination is decided; for, till the distribution is made, it will be impossible for any probationer to know what vernacular language of India it would be most expedient for him to study. The Hindustani, indeed, will be valuable to him, wherever he may be stationed; but no other living language is spoken over one-third of India. Tamil would be as useless in Bengal and Bengali would be as useless at Agra as Welsh in Portugal.

We should recommend that every probationer, for whatever Presidency he may be destined, should be permitted to choose Hindustani as the language in which he will pass. A probationer who is to reside in the Lower Provinces of the Bengal Presidency should be allowed to choose either Hindustani or Bengali. A probationer who is to go to the Upper Provinces should be allowed to choose among Hindustani, Hindi, and Persian. A probationer who is to go to Madras should be allowed to choose among Hindustani, Telugu, and Tamil. A probationer who is to go to Bombay should be allowed to choose among Hindustani, Mahratti, and Guzerati.

It is probable that some probationers who have a peculiar talent for learning languages will study more than one of the dialects among which they are allowed to make their choice. Indeed, it is not improbable that some who take an interest in philology will apply themselves voluntarily to the Sanskrit and the Arabic. It will hereafter be seen that, though we require as the indispensable condition of passing only an elementary knowledge of one of the vernacular tongues of India, we propose to give encouragement to those students who aspire to be eminent Orientalists.

The four studies, then, to which, in our opinion, the probationers ought to devote themselves during the period of probation are—first, Indian History; secondly, the Science of Jurisprudence; thirdly, Commercial and Financial Science; and, fourthly, the Oriental tongues.

The time of probation ought not, we think, to be less than one year, nor more than two years.

There should be periodical examinations, at which a probationer of a year's standing may pass, if he can, and at which every probationer of two years' standing must pass on pain of forfeiting his appointment. This examination should, of course, be in the four branches of knowledge already mentioned as those to which the attention of the probationers ought to be specially directed. Marks should be assigned to the different subjects, as at the first examination; and it seems to us reasonable that an equal number of marks should be assigned to all the four subjects, on the supposition that each probationer is examined in only one of the vernacular languages of India. Sometimes, however, as we have said, a probationer may study more than one of these vernacular languages of India among which he is at liberty to make his choice, or may, in addition to one or more of the vernacular languages of India, learn Sanskrit or Arabic. We think it reasonable that to every language in which he offers himself for examination, an equal number of marks should be assigned.

When the marks have been cast up, the probationers who have been examined should be arranged in order of merit. All those who have been two years probationers, and who have, in the opinion of the examiners, used their time well, and made a respectable proficiency, should be declared civil servants of the Company. Every probationer who, having been a probationer only one year, has obtained a higher place than some of the two-year men who have passed, should also be declared a civil servant of the Company. All the civil servants who pass in one year should take rank in the service according to their places in the final examination. Thus a salutary emulation will be kept up to the last moment. It ought to be observed that the precedency which we propose to give to merit will not be merely honorary, but will be attended by very solid advantages. It is in order of seniority that the members of the Civil Service succeed to those annuities to which they are all looking forward, and it may depend on the manner in which a young man acquits himself at his final examination, whether he shall remain in India till he is past 50, or shall be able to return to England at 47 or 48.

The instances in which persons who have been successful in the first examination will fail in the final examination will, we hope and believe, be very few. We hope and believe also that it will very rarely be necessary to expel any probationer from the service on account of grossly profligate habits, or of any action unbecoming a man of honour. The probationers will be young men superior to their fellows in science and literature; and it is not among young men superior to their fellows in science and literature that scandalous immorality is generally found to prevail. It is notoriously not once in 20 years that a student who has attained high academical distinction is expelled from Oxford or Cambridge. Indeed, early superiority in science and literature generally indicates the existence of some qualities which are securities against vice,—industry, self-denial, a taste for pleasures not sensual, a laudable desire of honourable distinction, a still more laudable desire to obtain the approbation of friends and relations. We therefore believe that the intellectual test which is about to be established will be found in practice to be also the best moral test that can be devised.

One important question still remains to be considered. Where are the probationers to study? Are they all to study at Haileybury? Is it to be left to themselves to decide whether they will study at Haileybury or elsewhere? Or will the Board of Control reserve to itself the power of determining which of them shall study at Haileybury, and which of them shall be at liberty to study elsewhere?

That the College at Haileybury is to be kept up is clearly implied in the terms of the 37th and 39th clauses of the India Act. That the Board of Control may make regulations which would admit into the Civil Service persons who have not studied at Haileybury is as clearly implied in the terms of the 40th and 41st clauses. Whether the law ought to be altered is a question on which we do not presume to give any opinion. On the supposition that the law is to remain unaltered, we venture to offer some suggestions which appear to us to be important.

There must be, we apprehend, a complete change in the discipline of the College. Almost all the present students are under 20; almost all the new students will be above 21. The present students have gone to Haileybury from schools where they have been treated as boys. The new students will generally go thither from Universities, where they have been accustomed to enjoy the liberty of men. It will therefore be absolutely necessary that the regulations of the College should be altered, and that the probationers should be subject to no more severe restraint than is imposed on a Bachelor of Arts at Cambridge or Oxford.

There must be an extensive change even in the buildings of the College. At present each student has a single small chamber, which is at once his parlour and bedroom. It will be impossible to expect men of two or three and twenty, who have long been accustomed to be lodged in a very different manner, to be content with such accommodation.

There must be a great change in the system of study. At present, the students generally go to Haileybury before they have completed their general education. Their general education and their special education, therefore, go on together. Henceforth the students must be considered as men whose general education has been finished and finished with great success. Greek, Latin, and Mathematics will no longer be parts of the course of study. The whole education will be special, and ought, in some departments, to be of a different kind from that which has hitherto been given.

We are far, indeed, from wishing to detract from the merit of those professors, all of them highly respectable and some of them most eminent, who have taught law and political economy at Haileybury. But it is evident that a course of lectures on law or political economy given to boys of 18, who have been selected merely by favour, must be a very different thing from a course of lectures on law or political economy given to men of 23, who have been selected on account of their superior abilities and attainments. As respects law, indeed, we doubt whether the most skilful instructor will be able at Haileybury to impart to his pupils that kind of knowledge which it is most desirable that they should acquire. Some at least of the probationers ought, we conceive, not merely to attend lectures and to read well-chosen books on jurisprudence, but to see the actual working of the machinery by which justice is administered. They ought to hear legal questions, in which great principles are involved, argued by the ablest counsel, and decided by the highest courts in the realm. They ought to draw up reports of the arguments both of the advocates and of the judges. They ought to attend both civil and criminal trials, and to take notes of the evidence, and of the discussions and decisions respecting the evidence. It might be particularly desirable that they should attend the sittings of the Judicial Committee of the Privy Council when important appeals from India are under the consideration of that tribunal. A probationer, while thus employed, should regularly submit his notes of arguments and of evidence to his legal instructor for correction. Such a training as this would, we are inclined to think, be an excellent preparation for official life in India; and we must leave it to the Board of Control to consider whether any plan can be devised by which such a training can be made compatible with residence at Haileybury.

We have, &c.,

(Signed) T. B. MACAULAY.
" ASHBURTON.
" HENRY MELVILL.
" BENJAMIN JOWETT.
" JOHN GEORGE SHAW LEFEVRE.

APPENDIX G.

EXAMINATIONS FOR THE CIVIL SERVICE OF INDIA.

Regulations for the Open Competition of June, 1888.

N.B.—The Regulations are liable to be altered in future years.

1. On the 1st June, 1888, and following days, an Examination open to all qualified persons, will be held in London (*a*). Not fewer than persons will be selected, if so many shall be found duly qualified; *viz.*, for the Lower Provinces of Bengal (including Assam); for the Upper Provinces of Bengal (including the Punjab and Oudh); for Burma; for Madras, and for Bombay (*b*).

2. No person will be deemed qualified who shall not satisfy the Civil Service Commissioners:—

(i) That he is a natural-born subject of Her Majesty.

(ii) That his age will be above seventeen years and under nineteen years on the 1st January 1888. [*N.B.—In the case of Natives of India this must be certified by the Government of India, or of the Presidency or Province in which the Candidate may have resided.*]

(iii) That he has no disease, constitutional affection, or bodily infirmity unfitting him, or likely to unfit him, for the Civil Service of India.

(iv) That he is of good moral character.

3. Should the evidence upon the above points be *primâ facie* satisfactory to the Civil Service Commissioners, the Candidate, on payment of the prescribed fee (*c*), will be admitted to the Examination. The Commissioners may, however, in their discretion at any time, prior to the grant of the Certificate of Qualification hereinafter referred to, institute such further inquiries as they may deem necessary; and if the result of such inquiries, in the case of any Candidate, should be unsatisfactory to them in any of the above respects, he will be ineligible for admission to the Civil Service of India, and, if already selected, will be removed from the position of a probationer.

4. The Examination will take place only in the following branches of knowledge:—

	Marks.
English Composition	300
(*d*) History of England—including a period selected by the Candidate	300
(*d*) English Literature—including books selected by the Candidate	300
Greek	600
Latin	800
French	500
German	500
Italian	400
(*e*) Mathematics (pure and mixed)	1,000
Natural Science; that is, the Elements of any two of the following Sciences, *viz.*:— Chemistry, 500; Electricity and Magnetism, 300; Experimental Laws of Heat and Light, 300; Mechanical Philosophy, with outlines of Astronomy, 300.	
Logic	300
Elements of Political Economy	300
(*f*) Sanskrit	500
(*f*) Arabic	500

Candidates are at liberty to name any or all of these branches of knowledge. No subjects are obligatory.

(*a*) An order for admission to the Examination will be sent to each Candidate on the 18th of May.

(*b*) The numbers will be announced hereafter.

(*c*) The fee (£5) will be payable by means of a special stamp according to instructions which will be communicated to Candidates.

(*d*) A considerable portion of the marks for English History and Literature will be allotted to the work selected by the Candidate. (See notice on p. 46.) In awarding marks for this, regard will be had partly to the extent and importance of the periods or books selected, but chiefly to the thoroughness with which they have been studied.

(*e*) The Examination will range from Arithmetic, Algebra, and Elementary Geometry, up to the elements of the differential and integral calculus, including the lower portions of applied Mathematics.

(*f*) The standard of marking in Sanskrit and Arabic will be determined with reference to a high degree of proficiency, such as may be expected to be reached by a Native of good education.

5. The merit of the persons examined will be estimated by marks; and the number set opposite to each branch in the preceding regulation denotes the greatest number of marks that can be obtained in respect of it.

6. The marks assigned to Candidates in each branch will be subject to such deduction as the Civil Service Commissioners may deem necessary (*g*), in order to secure that "a Candidate be allowed no credit at all for taking up a subject in which he is a mere smatterer."

7. The Examination will be conducted on paper and *vivâ voce*, as may be deemed necessary.

8. The marks obtained by each Candidate, in respect of each of the subjects in which he shall have been examined, will be added up, and the names of the several Candidates who shall have obtained, after the deduction above mentioned, a greater aggregate number of marks than any of the remaining Candidates will be set forth in order of merit, and such Candidates shall be deemed to be selected Candidates for the Civil Service of India, provided they appear to be in other respects duly qualified. Should any of the selected Candidates become disqualified, the Secretary of State for India will determine whether the vacancy thus created shall be filled up or not. In the former case, the Candidate next in order of merit, and in other respects duly qualified, shall be deemed to be a selected Candidate. A selected Candidate declining to accept the appointment which may be offered to him will be disqualified for any subsequent competition.

9. Selected Candidates before proceeding to India will be on probation for two years during which time they will be examined periodically, with a view of testing their progress in the following subjects (*h*) :—

	Marks.
1. Law	1,250
2. Classical Languages of India—	
Sanskrit	500
Arabic	400
Persian	400
3. Vernacular Languages of India (excepting Hindustani when taken up by Madras Candidates, and Gujarati) each	400
4. The History and Geography of India	350
5. Political Economy	350

In these examinations, as in the open competition, the merit of the Candidates examined will be estimated by marks, and the number set opposite to each subject denotes the greatest number of marks that can be obtained in respect of it at any one Examination. The Examination will be conducted on paper and *vivâ voce*, as may be deemed necessary. The last of these Examinations will be held at the close of the second year of probation, and will be called the "*Final Examination*," at which it will be decided whether a selected Candidate is qualified for the Civil Service of India. *At this Examination Candidates will be permitted to take up any one of* the following branches of Natural Science, *viz.*,—Agricultural Chemistry, Botany, Geology, Zoology, for which 350 marks will be allowed. Candidates for Madras and Bombay will also be permitted to compete for Prizes in Hindustani and Gujarati respectively.

10. Candidates will be tested during their probation as to their ability to perform journeys on horseback; and no Candidate will be deemed qualified for the Civil Service of India who fails to satisfy the Civil Service Commissioners of his competence in this respect.

11. Any Candidate who, at any of the periodical Examinations, shall appear to have wilfully neglected his studies, or to be physically incapacitated for pursuing the prescribed course of training, will be liable to have his name removed from the list of selected Candidates.

12. The selected Candidates who, at the Final Examination, shall be found to have a competent knowledge of the subjects specified in Regulation 9, and who shall have satisfied the Civil Service Commissioners of their eligibility in respect of nationality, age, health, character and ability to ride, shall be certified by the said Commissioners to be entitled to be appointed to the Civil Service of India, provided they shall comply with the regulations in force, at the time, for that Service.

13. Persons desirous to be admitted as Candidates must apply on Forms,* which may be obtained from "The Secretary, Civil Service Commission, London, S. W.," at any time after

(*g*) Marks assigned in English Composition and Mathematics will be subject to no deduction. Each science will, for the purpose of deduction, be treated as a separate subject.

(*h*) Full instructions as to the course of study to be pursued will be issued to the successful Candidates as soon as possible after the result of the Open Competition is declared.

* Copies of these Regulations and of the form of application may be obtained on application to the Secretary to the Government of India, Home Department.

the 1st December, 1887. The Forms must be returned so as to be received at the office of the Civil Service Commissioners on or before 31st March, 1888 (*i*).

The Civil Service Commissioners are authorized by the Secretary of State for India in Council to make the following announcements:—

(1) Selected Candidates will be permitted to choose, according to the order in which they stand in the list resulting from the Open Competition, so long as choice remains, the Presidency (and in Bengal the Division of the Presidency) to which they shall be appointed; but this choice will be subject to a different arrangement, should the Secretary of State, or the Government of India, deem it necessary (*k*).

(2) The Probationers, having passed the necessary Examinations, will be required to report their arrival in India within such period after the grant of their Certificate of Qualification as the Secretary of State may in each case direct.

(3) The seniority in the Civil Service of India of the Selected Candidates shall be determined according to the order in which they stand on the list resulting from the Final Examination.

(4) An allowance amounting to £300 will be given to all candidates who pass their probation at one of the Universities or Colleges which have been approved by the Secretary of State, *viz.*, the Universities of Oxford, Cambridge, Dublin, Glasgow, Edinburgh, St. Andrew's and Aberdeen; University College, London; and King's College, London; provided such Candidates shall have passed the required Examinations to the satisfaction of the Civil Service Commissioners, and shall have complied with such rules as may be laid down for the guidance of Selected Candidates.

Candidates are not permitted to migrate from the University originally chosen by them to another University without first applying to the India Office for the permission, and receiving the sanction, of the Secretary of State, who will not entertain such applications unless good and sufficient reasons are assigned.

(5) Selected Candidates desiring to remain in this country an *additional year* after the completion of *their two years' probation* for the purpose of taking a degree at one of the Universities abovementioned, should apply to the Secretary of State for India for permission to do so. Besides the allowance abovementioned, a bonus of £150 will, as a temporary and experimental measure, be paid to any Candidate who, having obtained permission to remain an additional year, passes an examination qualifying for a degree in Honours at Oxford or Cambridge, or being a student of University College, London, passes with credit an Honour Examination of the University of London. This privilege will be hereafter extended to any other of the Universities above referred to, at which an academical distinction is obtainable which, in the opinion of the Secretary of State, corresponds to a degree in Honours at Oxford or Cambridge, and to obtain which the additional year's residence in this country is necessary.

(6) All Selected Candidates will be required, after having passed the first periodical Examination and before receiving the first instalment of their allowance, to attend at the India Office for the purpose of entering into an agreement binding themselves, amongst other things, to refund in certain cases the amount of their allowance in the event of their failing to proceed to India. A surety will be required.

(7) After passing the Final Examination, each Candidate will be required to attend again at the India Office, with the view of entering into covenants, by which, amongst other things, they will bind themselves to agree to such Regulations for the provision of pensions for their families as may be approved by the Secretary of State for India in Council. The stamps payable on these covenants amount to £1.

(8) Candidates rejected at the Final Examination of 1890, will in no case be allowed to present themselves for re-examination.

(*i*) These forms should be accompanied by evidence on the points mentioned in Regulation 2 and by a list of the subjects in which the Candidate desires to be examined. Evidence of health and character must bear date not earlier than 1st March, 1888. Applications for leave to alter or add to the list of subjects named will not be entertained unless received on or before the 4th of May.

(*k*) This choice must be exercised immediately after the result of the Open Competition is announced on such day as may be fixed by the Civil Service Commissioners.

1888.

NOTICE RESPECTING THE EXAMINATION IN THE HISTORY OF ENGLAND, AND ENGLISH LITERATURE.

History of England.

For guidance of Candidates who may have a difficulty in making their selections for special study under this head, the following list is given as indicating the character and amount of reading that would be regarded as satisfactory.

Any one of the following periods, to be studied generally in "Bright's History," or (for the two first periods) Green's "History of the English People;" and more particularly in portions selected by the Candidate, of the Text-books named:—

1. *A.D. 1066-1307.*—Stubbs' Select Charters; Stubbs' Constitutional History of England; Freeman's Norman Conquest, Vol. V.

2. *A.D. 1461-1588.*—Hallam's Constitutional History of England; Froude's History of England; Brewer's Henry VIII.

3. *A.D. 1603-1715.*—Hallam's Constitutional History of England; Macaulay's History of England; Gardiner's History of England; Wyon's Reign of Queen Anne.

4. *A.D. 1715-1805.*—Lord Stanhope's History; Sir T. E. May's Constitutional History; Seeley's Expansion of England; Massey's Reign of George III.

English Literature.

Under this head there will be (besides the general paper) a special paper on the following books:—

1. *Chaucer.*—Prologue and Clerk's Tale.
2. *Shakespeare.*—Timon of Athens, Winter's Tale.
3. *Pope.*—Essay on Man and Essay on Criticism.
4. *Burke.*—Present Discontents; Speeches on American Taxation, and on Conciliation with America.
5. *Byron.*—Childe Harold.

The oral examination in English Literature will have reference chiefly to such works, *not included in the foregoing list*, as the Candidate may offer for the purpose.

EVIDENCE OF AGE TO BE REQUIRED FROM CANDIDATES FOR THE CIVIL SERVICE OF INDIA.

I. Every Candidate born in the United Kingdom should produce a Certificate from the Registrar-General of Births, Marriages, and Deaths, or from one of his provincial Officers. This Certificate may be obtained from the Registrar-General in London, Dublin or Edinburgh, or from the Superintendent Registrar of the District in which the birth took place.

II. A Candidate born of European parents in India may produce a Certificate of Baptism from the district in which he was baptised. When such certificates are not in the possession of the Candidates an Extract from the Registers kept at the India Office will probably be obtainable.

III. A Candidate who is a Native of India must have his age certified by the Government of India, or of the Presidency or Province in which he may have resided.

Except as noted in paragraphs II and III, every Candidate is expected to produce a Certificate of *Birth*. The Civil Service Commissioners will not, in ordinary cases, accept a Certificate of Baptism, or other testimony, unless they are first satisfied that a Certificate of Birth cannot be procured.

Official Certificates of *Birth* may generally be obtained as follows:—

(*a*) *For persons born in England or Wales since 30th June, 1837.*—From the Registrar-General, Somerset House, London, or from the Superintendent Registrar of the district in which the birth took place.

(*b*) *For persons born in Scotland since 31st December, 1854.*—From the General Register Office, Edinburgh; or from the Registrar of the Parish or district in which the birth took place.

(*c*) *For persons born in Ireland since 31st December, 1863.*—From the General Register Office, Dublin; or from the Superintendent Registrar of the district in which the birth took place.

(*d*) *For persons of English, Scottish or Irish parentage born on board British ships since the date mentioned in* (*a*), (*b*), *and* (*c*) *respectively.*—From the General Register Office, London, Edinburgh, or Dublin, according to parentage.

(*e*) *For persons born in India of European parents.*—From the India Office, London.

Any Candidate who cannot produce a Certificate of Birth from one of the authorities named should, if possible, procure a Certificate of Baptism, and should then apply to the Secretary, Civil Service Commission, for further instructions.

CIVIL SERVICE OF INDIA.

FORM OF APPLICATION; TO BE FILLED UP BY THE CANDIDATE HIMSELF.

*** *The order for admission to the Examination will not be issued unless this Form, filled up by the Candidate himself, is received at the Office of the Civil Service Commission on or before the 31st March, 1888.*

*Date*_____

SIR,

BEING desirous to offer myself as a Candidate at the Examination for the Civil Service of India, which is appointed to commence on the 1st of June, 1888, I transmit herewith, as required by the Regulations—

* (1) A certificate of my birth, showing that I was born on the day of 18 , and that, therefore, my age was above 17 years and under 19 years on the 1st of January, 1888.

† (2) A certificate signed by

of my having no disease, constitutional affection, or bodily infirmity unfitting me, or likely to unfit me, for the Civil Service of India.

‡ (3) Proof of my moral character, *viz.* :—

(1) A testimonial from

(2) A testimonial from

§ (4) A statement of the branches of knowledge in which I desire to be examined.

I have also to state, with reference to section 2, Clause (i) of the Regulations, that I am a natural-born subject of Her Majesty.

I am, SIR,

Your obedient Servant,

*Name in full*_____

*Address*_____

_____

TO THE SECRETARY,
CIVIL SERVICE COMMISSION,
LONDON, S. W.

* (1) If a General Register Office certificate cannot be obtained, the instructions printed on the other side will show what evidence should be supplied. If evidence is already in the hands of the Commissioners, strike out "A certificate of my birth," and insert "Evidence is already in the possession of the Commissioners."

† (2) The terms indicated must appear in the certificate, which must be given after personal examination, and bear date not earlier than 1st March, 1888.

‡ (3) Two testimonials must be sent bearing date not earlier than 1st March, 1888. One of them should be given by an intimate acquaintance (not a relative) of not less than three or four years' standing: the other, if the candidate has recently left school, should be given by his late schoolmaster, or if he has had employment of any kind, by his late employer. If the candidate has been at any University, he should send a certificate of good conduct from his College tutor.

§ (4) This should be given on the form herewith. If the History of England or English Literature be named, the schedule should also be filled up.

CIVIL SERVICE OF INDIA.

OPEN COMPETITION OF 1888.

SELECTION OF SUBJECTS TO BE FILLED UP AND RETURNED WITH THE FORM OF APPLICATION.

*** *Place your Initials against the subjects which you select.*

		INITIALS.
	English Composition	
	*History of England	
	*English Literature	
	Greek	
	Latin	
	French	
	German	
	Italian	
	Mathematics	
	Natural Science, *viz.*:—	
Two of these only may be taken up.	Chemistry	
	Electricity and Magnetism	
	Experimental Laws of Heat and Light	
	Mechanical Philosophy and Astronomy	
	Logic	
	Elements of Political Economy	
	Sanskrit	
	Arabic	

Any Candidate who wishes to decline *Oral Examination in any of the subjects selected by him or the Practical Examination in Chemistry, should fill up the subjoined statement :—*

¶ You may insert here the word "not." I do ¶ wish to be examined *orally* in_____

_____

_____

¶ You may insert here the word "not." I do ¶ wish to be examined *practically* in Chemistry.

*Signature*_____

*Date*_____

History of England.—Periods and Text-Books selected by the undersigned Candidate :—

Period

Text-Books

English Literature.—Books offered by the undersigned Candidate for Oral examination :—

*Signature*_____

TO THE DIRECTOR OF EXAMINATIONS,

CIVIL SERVICE COMMISSION,

LONDON, S. W.

* State Periods and Books selected.

APPENDIX H.

(1) DRAFT OF RULES UNDER THE STATUTE 33 VIC., CAP. 3, SECTION 6, SUBMITTED TO, AND NEGATIVED BY, HER MAJESTY'S SECRETARY OF STATE IN 1874.

I.—Any Native of India, as defined in the said Statute, of proved merit and ability, may be appointed to any office, place, or employment in the Civil Service of Her Majesty in India, to which appointments may be made by the authorities in India, if—

(*a*) he has served in some employment under the British Government in India upon a salary not less than ₹250 monthly for a period not less than *five* years; or

(*b*) in the case of an office of which the functions are not executive, but wholly judicial, he has served in some judicial office upon a salary not less than ₹250 monthly under the British Government in India for a period not less than *five* years; or has passed a period not than less *ten* years (1) as a Barrister, Advocate, or certified Pleader in practice before a court of justice of a grade not lower than the court of a Sessions Judge or of a District Civil Judge; (2) in such practice aforesaid *and* in some judicial office under the British Government in India, upon a salary not less than ₹250 monthly.

II.—Every such appointment shall be probationary for the first two years.

III.—All appointments under the said Statute, whether permanent or probationary, shall be made with the previous sanction of the Governor General in Council.

IV.—The appointment shall be made upon the condition that the person appointed shall pass the departmental examinations prescribed by the rules of the service, within a certain period after his appoinment, unless in any case the Governor General in Council shall see fit to grant special exemption; and, in addition to such examinations, the persons appointed may be required to pass such tests of proficiency in the English language as may be from time to time fixed by the Governor General in Council.

In the event of the person appointed failing to pass the prescribed examinations and tests within the period allowed, he shall be liable to be removed.

V.—Persons appointed under these rules shall be subject to such conditions as to pension and leave as the Government of India, with the sanction of the Secretary of State in Council, may hereafter lay down.

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(2) STATUTORY RULES OF 1875 AS SANCTIONED BY HER MAJESTY'S SECRETARY OF STATE IN COUNCIL AND PUBLISHED UNDER HOME DEPARTMENT NOTIFICATION NO. 1371, DATED SIMLA, THE 19TH AUGUST 1875.

The following rules prescribed by the Governor General in Council under Section 6 of 33 Vic., Cap. 3, and sanctioned by the Secretary of State in Council, have been laid for thirty days before Parliament, and are published for general information :

In exercise of the power conferred by the 33rd Vic., Cap. 3, Section 6, the following rules have been prescribed by the Governor General in Council, and such rules have been sanctioned by the Secretary of State for India in Council, with the concurrence of a majority of members present:—

I.—Any Native of India, as defined in the said Statute, may, if of proved merit and ability, be appointed to any office, place, or employment in the Civil Service of Her Majesty in India to which appointments may be made by the authorities in India.

II.—Such appointment, if to an office, place, or employment to which appointments may be made by a Local Government, shall be made only with the previous sanction of the Governor General in Council.

III.—Every such appointment, whether made by a Local Government or by the Governor General of India in Council, shall be forthwith reported to the Secretary of State for India in Council, and shall be made subject to disallowance by the said Secretary of State in Council (provided that such disallowance shall be signified to the Governor General in Council within twelve months from the date of the receipt of such report).

IV.—Every such appointment shall, in the first instance, be provisional only:—

(*a*) Every person obtaining such a provisional appointment shall, within two years from the date on which he takes it up, pass the departmental examinations prescribed by the rules of the service, unless he be especially exempted by the Governor General in Council from being so examined.

(*b*) On the expiration of the said term of two years, the Governor General in Council may, upon the report of the Local Government or on such enquiry as he thinks fit to make as to the character and qualifications of the person appointed, either confirm such appointment or cancel the same.

(*c*) Nothing herein contained shall be deemed to preclude the cancelment of any such appointment before the expiration of the said two years, if, in the opinion of the Governor General in Council, it is established that the person provisionally appointed has been guilty of misconduct or has failed to discharge efficiently the duties of his office.

V.—Every person so appointed shall be subject to such conditions as to leave and pension as the Governor General in Council, with the sanction of the Secretary of State for India in Council, may from time to time prescribe.

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(3) STATUTORY RULES OF 1879 AS SANCTIONED BY HER MAJESTY'S SECRETARY OF STATE IN COUNCIL AND PUBLISHED UNDER HOME DEPARTMENT NOTIFICATION No. 1534, DATED SIMLA, THE 2ND AUGUST 1879.

In exercise of the power conferred by the Statute 33 Vic., Cap. 3, Section 6, the Governor General in Council has been pleased to make the following rules which have been sanctioned by the Secretary of State in Council, with the concurrence of a majority of members present:—

I.—Each Local Government may nominate persons who are Natives of India within the meaning of the said Act for employment in Her Majesty's Covenanted Civil Service in India within the territories subordinate to such Government. Such nominations shall be made not later than the first day of October in each year. No person shall be nominated for employment in the said service after he has attained the age of 25 years, except on grounds of merit and ability proved in the service of Government or in the practice of a profession.

II.—Nominations under the foregoing rule shall, if approved by the Governor General in Council, be provisionally sanctioned by him. The total number of nominations so sanctioned in any year shall not exceed one-fifth of the total number of civilians appointed by Her Majesty's Secretary of State to the said Service in such year; provided that the total number of such nominations sanctioned in each of the years 1879, 1880, and 1881 may exceed the said proportion by two. On sanction being given by the Governor General in Council, the nominees shall be admitted on probation to employment in the said Service; such admission may be confirmed by the Governor General in Council, but shall not be so confirmed until the Local Government shall have reported to the Governor General in Council that the probationer has acquitted himself satisfactorily during a period of not less than two years from the date of his admission, and that he has, unless specially exempted by the Governor General in Council, passed such examinations as may from time to time be prescribed by the Local Government, subject to the approval of the Governor General in Council. In case of persons admitted under these rules, after they have attained the age of 25 years, the Governor General in Council may confirm their admission without requiring them to serve for any period of probation.

III.—Persons admitted under these rules to employment in the said Service shall ordinarily be appointed only to offices in the Province wherein they were first admitted. But the Governor General in Council may transfer from one Province to another a person finally admitted to employment in the said Service.

IV.—Any person admitted under these rules may, with the previous sanction of the Governor General in Council, be declared by the Local Government to be disqualified for further employment in the said Service.

APPENDIX I.

STATEMENT SHOWING THE NAMES OF, AND GIVING CERTAIN PARTICULARS RELATING TO, PERSONS APPOINTED UNDER THE STATUTORY RULES BETWEEN THE YEARS 1879 AND 1886 INCLUSIVE.

Province.	Year.	Names.	Description of the nominees given by Local Governments when submitting nominations.	Remarks.
Madras .	1879	K. C. Manavedan Raja	Age 25 years. A member of the family of the Zamorin of Calicut. Took the degree of Bachelor of Arts at the Madras University in 1878. Well acquainted with English and Tamil.	Confirmed 26th August 1882.
Ditto .	1880	C. Vencata Jugga Rao	Age 20 years. Nephew of the Hon'ble G. N. Gajapathi Rao, Zemindar in the Vizagapatam district, who was a Member of the Legislative Council, Madras. Took the degree of Bachelor of Arts at the Madras University in 1879. Knows English, Tamil, and Sanskrit.	Confirmed 12th April 1883.
Ditto .	1881	Mir Shujayet Ali Khan	Age 25 years. Of a Hyderabad family. Passed the special tests prescribed for the appointments of Deputy Collector and Subordinate Judge, and previous to October 1881 held for upwards of five years responsible posts under Government.	Confirmed 27th August 1884.
Ditto .	1882	Muhammad Raza Khan.	Age over 25 years. A descendant of the Nawabs of Arcot. Passed the F. A. Examination of the Madras University. Served in the Revenue Secretariat of the Madras Government (two years), and subsequently as Deputy Inspector of Mahomedan Schools in the Madras Presidency (three years). Afterwards held the position of Assistant Commissioner in Berar, having been appointed an Attaché to the Resident in July 1880. Passed with credit several departmental examinations while in the Berar Commission.	Permanently appointed by the Government of India in 1882 without being required to undergo any period of probation.
Ditto .	1883	T. M. Swaminatha Aiyar.	Age 26 years. Son of the Hon'ble Mr. Justice Muthuswami Aiyar, C.I.E., of the Madras High Court. Took the B. A. degree at the Madras University in 1880.	Confirmed 27th January 1886.
Ditto .	1884	T. Varadha Rao .	Age 21 years. Son of the Hon'ble T. Rama Rao (a Member of the Legislative Council, Madras). Took the B. A. degree at the Madras University in Mathematics and Natural Philosophy in 1881 and the B. L. degree in the 1st class in 1883. Has some knowledge of Sanskrit and French in addition to Tamil and Telegu.	Confirmed 17th August 1887.
Ditto .	1885	Panamalai Ramchandra Rao.	Age 36 years. Entered the Educational Department in 1864, and, after holding various appointments in the service of Government, was appointed Acting Personal Assistant to the Commissioner of Salt Revenue in 1882.	Permanently appointed by the Government of India in 1885 without being required to undergo any period of probation.
Ditto .	1886	Cuddalore Ramchandra Aiyar.	Age 49 years. Entered Government service in 1860, and, after holding various posts in the Subordinate Judicial Service, was appointed Acting 3rd Presidency Magistrate in 1886.	Permanently appointed by the Government of India in 1887 without being required to undergo any period of probation. Also exempted from passing the departmental examinations.

Province.	Year.	Names.	Description of the nominees given by Local Governments when submitting nominations.	Remarks.
Bombay .	1879	Mr. Sorabji Pudumji Pestonji.	Age 24 years. Son of Khan Bahadur Pudumji Pestonji, a 1st class Sirdar and ex-Member of the Legislative Council. An undergraduate of the Bombay University. Studied for two years with Mr. Scoones in London, and kept seven terms at the Middle Temple. Knows English.	Confirmed 10th March 1882.
Ditto .	1880	Mr. Luximon Gopal Deshmukh.	Age 23 years. Son of the Hon'ble Rao Bahadur Gopalrao Hari Deshmukh, late Joint Judge of Tanna. Took the degree of B. A. at the Bombay University. Passed in Roman Law and Jurisprudence in the Government Law School. Passed the lower standard departmental examination prescribed for junior Civil Servants in 1880. Served as second and first Karkun in the Satara Mamlatdar's office, and exercised the powers of a 3rd class Magistrate.	Confirmed 19th June 1885.
Ditto .	1881	Sheikh Jehangir Mia of Mangrol.	Age 21 years. Brother of the Zemindar of Mangrol in Kathiawar. Educated for five years at the Rajkumar College, Rajkote, Has a fair knowledge of English.	Resigned 18th February 1885.
Ditto .	1881	Ganpatrao Damodhar Panse.	Age 22 years. First class Sirdar in the Deccan. Grandson of a Sarinjamadar under the Peshwa. Studied English in a private school in Poona. Has also studied Law.	Confirmed 4th June 1884.
Ditto .	1882	Mr. K. R. Bomanji .	Age nearly 25 years. Son of Mr. Ratonji Bomanji of Bombay. Matriculated at the Bombay University in 1874; then went to England, where he read for a year with Mr. Scoones. Speaks and writes English well.	Confirmed 8th January 1885.
Ditto .	1883	Narsingrao Bholanath Divatia.	Age 24 years. Son of Bholanath Sarabhai, a 2nd class Sardar, and belongs to a family of Guzerat. Took the degree of B. A., and is an Honorary Fellow and Prizeman of the Bombay University. Passed in Roman Law and Jurisprudence.	Confirmed 24th February 1886.
Ditto .	1884	Kuram Harbhamjee .	Age 22 or 23 years. Brother of the Thakur Sahib of Morvi in Kathiawar. Educated at the Rajkumar College at Rajkote, and afterwards proceeded to England, where he took the degree of B.A. at Cambridge.	Name not shown · Bombay Civil List.
Ditto (Sind) .	1884	Dyaram Gidumal .	Age over 27 years. Took the degrees of B.A. and LL.B. Is a Sind Zemindar. In Government service since 1879, and in 1884 was Registrar of the Sadar Court in Sind.	Confirmed 3rd March 1887.
Ditto .	1885	Sayad Nurudin Khan	Age 28 years. Grandson of the Nawab of Karmala. Knows English, Persian, Hindustani, and Marathi well, and has passed the lower and higher standard examinations in Civil and Criminal Law. Was an Attaché at Hyderabad from 1879, and acted for some time as Assistant Commissioner in Berar.	Permanently appointed by the Government of India in 1885 without being required to undergo any period of probation.
Bengal .	1879	Kumar Suttya Sri Ghosal.	Age 24 years. Eldest son of Raja Suttyanand Ghosal Bahadur of Bhookoylas, and great-grandson of Joynarayan Ghosal, who founded the Benares College. Educated at Joynarayan's College, Benares, and matriculated at the Calcutta University. Knowledge of English good.	Not now in the service.

Province.	Year.	Names.	Description of the nominees given by Local Governments when submitting nominations.	Remarks.
Bengal .	1879	Babu Nanda Krishna Bose.	Age 25 years. A relative of Raja Komul Krishna Deb of Sobha Bazar. Educated at the Presidency College, Calcutta. Graduated as M.A. in 1876. Obtained the Premchand Roychand Studentship in 1877. Knowledge of English very good. Acted as Mathematical Lecturer in the Patna College.	Confirmed 7th September 1881.
Ditto .	1880	Kumar Girindra Narain Deb.	Age 24 years. Son of Raja Rajendra Narain Deb, and grandson of the late Sir Radhakant Deb, Bahadur, K.C.S.I., whose grandfather, Maharajah Nava Krishna, was the founder of the Sobha Bazaar family. Educated at the Hindu School, Calcutta, and read up to the Entrance standard. Knowledge of English good. Employed as an Officiating Deputy Magistrate and Deputy Collector since August 1878, and passed the departmental examination by the lower standard.	Confirmed 9th February 1886.
Ditto .	1881	Maulvi Ahsanuddin Ahmad.	Age 22 years. Son of the late Nawab Amir Ali, Khan Bahadur. Educated at the Madrasa and Doveton Colleges, Calcutta. In 1877 proceeded to England and entered Balliol College, Oxford. Has been called to the Bar.	Not yet confirmed.
Ditto .	1882	Babu Gopendra Krishna.	Age 31 years. Second son of Maharajah Narendra Krishna Deb, Bahadur. Educated at the Presidency College, Calcutta. Took the degrees of M.A. and B.L. Knowledge of English very good. Employed since 1876 as a Deputy Magistrate and Deputy Collector.	Permanently appointed by the Government of India in 1882 without being required to undergo any period of probation.
Ditto .	1883	Ambica Charn Sen .	Gained one of the scholarships created by the Bengal Government at the Royal Agricultural College at Cirencester, and secured the highest honours at that College. Took the degree of M.A. at the Calcutta University.	Confirmed 9th April 1886.
Ditto .	1885	Babu Surya Kumar Agasti.	Age 27 years. Belongs to Midnapur. Educated in the Presidency College. Obtained first class Honours with degree of M. A., and was a Premchand Roychand student. Served in the Educational Department, and was afterwards appointed Deputy Magistrate and Deputy Collector.	Not yet confirmed.
Ditto .	1885	Babu Ashutosh Gupta	Age 24 years. Member of a family of Sripur, Hooghly. Obtained the degree of M.A. with Honours, and was a Premchand Roychand student. Was in the Subordinate Executive Service, and favourably reported on by his district officers.	Confirmed 16th July 1885.
Ditto .	1886	Babu Baroda Charan Mitra.	Age 24 years. Son of a late Deputy Import Supervisor, Calcutta Custom House. Took the degree of M.A. with Honours.	Not yet confirmed.
Ditto .	1886	Babu Nilkanto Sircar.	Age 32 years. Took the M.A. degree with Honours. Was appointed a Deputy Magistrate and Deputy Collector in May 1884, after passing in the beginning of that year the competitive examination for appointments in the Subordinate Executive Service.	Not yet confirmed.

Province.	Year.	Names.	Description of the nominees given by Local Governments when submitting nominations.	Remarks.
Bengal .	1886	Mr. Sayad Nur-ul Huda.	Received his education in England, and obtained the degrees of B. A. and LL.B. Is a Barrister-at-Law, and has been acting as a Munsif since March 1886. As a member of the Subordinate Judicial Service, he has given satisfaction to the High Court.	Permanently appointed by the Government of India in 1887 without being required to undergo any period of probation.
N.-W. Provinces and Oudh.	1879	Kunwar Bharat Singh	Age 24½ years. Youngest son of Raja Banspat Sing of Barah in the Allahabad district. Speaks and writes English well, also Urdu and Hindi, and has some knowledge of Sanskrit. Educated at the Benares College.	Confirmed 22nd February 1882.
Ditto .	1879	Mirza Muhammad Abbas.	Age about 24 years. Son of the ex-Najim Aga Ali Khan of Sultanpur. A good Oriental scholar. Worked satisfactorily as a special Magistrate in the Fyzabad district.	Confirmed 22nd February 1882.
Ditto .	1880	Kunwar Shiam Singh	Age 24 years. Second son of the late Raja Pertab Singh of Tajpur in the Bijnor District. Educated privately. Well acquainted with English, Persian, and Hindi.	Resigned 19th November 1885.
Ditto .	1881	Raja Chitpal Singh .	Age about 35 years. Talukdar of Chitpalgarh in the Partabgarh District. Member of an influential family in Oudh. Received a liberal education, and served for several years as an Honorary Assistant Commissioner and Munsif in the Partabgarh District.	Permanently appointed by the Government of India in 1881 without being required to undergo any period of probation.
Ditto .	1883	Muhammad Ishak Khan.	Age 26 years. Son of Muhammad Mustafa Khan, Raiş of Jahangirabad, in the Bulandshahr District. Educated at the Agra College, and matriculated at the Calcutta University in 1879. Knows Urdu, Persian, and English, the latter exceptionally well.	Confirmed 20th August 1886.
Ditto .	1884	Kunwar Jawala Pershad.	Age 26 years. Son of Raja Jai Kishan Das, Bahadur, C.S.I. Took the degree of Bachelor of Arts. Speaks and writes English well. Employed as a Deputy Collector since January 1882.	Confirmed 22nd February 1887.
Ditto .	1885	Munshi Hasmatullah .	Age 25 years. Son of Munshi Azmatullah, a retired Deputy Collector. Educated at Muir College, Allahabad, and graduated as M. A., in Honours in Arabic in the 1st class, at the Calcutta University.	Not yet confirmed.
Ditto .	1886	Pandit Jawala Pershad.	Age about 24 years. Son of Pandit Ajudhia Pershad, a retired Deputy Collector. Educated at the Canning College, Lucknow. Took the degree of M.A. in 1885, with English as special subject.	Not yet confirmed.
Ditto .	1886	Pandit Ramantar Pande.	Age 33 years. Son of a Zemindar in the Mirzapur District. Served as a Deputy Collector in the North-Western Provinces, and was for some years employed as Personal Assistant to the Commissioner of Benares. Took the degree of B.A. in 1877 and is a very good English scholar.	Permanently appointed by the Government of India in 1887 without being required to undergo any period of probation.

Province.	Year.	Names.	Description of the nominees given by Local Governments when submitting nominations.	Remarks.
N.-W. Provinces and Oudh.	1886	Sayad Habibulla .	Age about 28 years. Nephew of Sayad Farid-ud-din, Subordinate Judge of Agra. Has not taken any degree, but has spent four years in England, and has a perfect command of the English language. Is a Barrister-at-Law, practising at Allahabad.	Permanently appointed by the Government of India in 1887 without being required to undergo any period of probation.
Ditto .	1886	Sayad Muhammad Ali	Age 23 years. Grand-nephew of Sayad Ahmad, C.S.I. Described by the Magistrate of Aligarh as likely to make a good executive officer.	Not yet confirmed.
Punjab .	1879	Sardar Gurdial Singh	Age nearly 21 years. Son of Sardar Bir Singh, a first cousin, on the mother's side, of His Highness the Raja of Jhind. Has a good colloquial knowledge of English, Arabic, Sanskrit, Persian, and other languages of Northern India.	Confirmed 18th February 1882.
Ditto .	1880	Muhammad Afzal Khan.	Age about 30 years. A Chief in the Dera Ismail Khan District, who did excellent service at Kabul. Well educated.	Confirmed 13th June 1884.
Ditto .	1881	Sardar Gurbachan Singh.	Age 26 years. Son of Sardar Thakur Singh Sindhanwalia. Knows English and passed with much credit the examination prescribed for the appointment of Extra Assistant Commissioner.	Confirmed 31st March 1884. Services since dispensed with.
Ditto .	1882	Kazi Muhammad Aslam.	Age about 26 years. Son of Kazi Tilla Muhammad, a retired pensioner of Government. Was attached to Sir L. Pelly's staff at Peshawar during the conference with the Kabul Envoy in the months of February and March 1877. Possesses an excellent knowledge of English.	Confirmed 17th December 1884.
Ditto .	1883	Nasir-ud-din Ahmad Khan Mirza Raza.	Age 21 years. Second son of the Nawab of Loharu. Has a fair knowledge of English, but is not proficient in the language.	Resigned 27th December 1887.
Burma .	1880	Moung Ba One .	Age 29 years. Had been to England and passed some examinations for the Bar. Served as Translator and Extra Assistant Commissioner, and passed departmental examinations with credit.	Resigned 24th April 1883.
Ditto .	1885	Moung Ba Tu . .	Age about 34 years. Served as an Extra Assistant Commissioner since 1876.	Permanently appointed by the Government of India in 1885 without being required to undergo any period of probation.
Central Provinces.	1882	Sayad Ali Muhammad	Age 25 years. Son of Sayad Aulad Husain, Khan Bahadur, Assistant Commissioner, Jubbulpore. Passed the F. A. Examination in 1878. Held two scholarships at the Agra College. Knowledge of English good. Was officiating as an Extra Assistant Commissioner.	Confirmed 12th December 1883.
Ditto .	1885	Shankar Madho Chitnavis.	Age 22 years. Son of Rao Sahib Madho Rao Gungadhar Chitnavis, a Parbhu by caste, in whose family the appointment of Sadar Chitnavis was hereditary under the Bhonsla dynasty. Took the degree of B.A. at the Bombay University.	Not yet confirmed.

APPENDIX J.

THE ORDERS OF 1879 RELATING TO APPOINTMENTS IN THE UNCOVENANTED SERVICE, AND CONNECTED CORRESPONDENCE.

From C. BERNARD, Esq., C.S.I., Officiating Secretary to the Government of India, Home Department, to Local Governments and Administrations in the Bengal Presidency,—Nos. 21—746 to 753, dated Simla, the 18th April 1879.

On the 16th February 1872 was published in the *Gazette of India* correspondence, in which Her Majesty's Government had directed—

(1) that offices to which it is desirable to appoint persons not Natives of India should be, as far as practicable, filled from the ranks of the Covenanted Civil Service or from the Staff Corps;

(2) that so far as may be possible and consistent with the requirements of the public service, all offices, other than those reserved for the Covenanted Civil Service, and those for which technical or professional qualifications are desirable, should be held by Natives of India; and

(3) that, as a rule, persons with special qualifications, not being Natives of India, should be engaged at home, through Her Majesty's Secretary of State, for such branches of the service as the Educational or the Public Works Department, and should not be enlisted in India.

2. Those orders have been in the main obeyed. But still from time to time Europeans have been appointed to posts for which Natives are eligible; and the Governor General in Council deems it necessary to lay down a somewhat stricter rule, and to distinguish the branches of the service which should be, as far as possible, reserved for Natives of India. It may be well to cite here the definition of "Natives of India" framed by Act of Parliament. Section 6 of 33 Victoria, Chapter 3, says—"For the purposes of this Act, the words 'Natives of India' shall include any person born and domiciled within the dominions of Her Majesty in India, of parents habitually resident in India, and not established there for temporary purposes only." The section goes on to say that "it shall be lawful for the Governor General in Council to define and limit from time to time the qualification of Natives of India thus expressed: provided," &c. For the purposes of the present orders, the foregoing definition of "Natives of India" is adopted, with the proviso that "persons born and domiciled," &c., within the territories of Indian Princes tributary to, or in alliance with, Her Majesty, shall also be considered to be "Natives of India."

3. For the future, no persons, other than a Native of India, shall be appointed to an office carrying a salary of ₹200 a month or upwards without the previous sanction of the Governor General in Council in each case, unless the proposed appointment falls under one or other of the following conditions, namely:—

(*a*) that the person to be appointed belongs to the Covenanted Civil Service, or to the Staff Corps;

(*b*) that the person to be appointed was originally nominated to the—

(1) Financial Department by the Governor General after examination,

(2) Forest Department by the Secretary of State, or by the Governor General, after examination, or

(3) Educational Department by the Secretary of State;

(*c*) that the person to be appointed entered the branch of the department, in which he is now to be promoted, before the 1st January 1879;

(*d*) that the office to which appointment is to be made belongs to—

(1) the Opium Department,

(2) the Salt or Customs Department,

(3) the Survey Department,

(4) the Mint Department,

(5) the Public Works Department, or

(6) the Police Department.

4. No person, other than a member of the Covenanted Civil Service, shall be appointed for the first time to any office, which is usually reserved for the members of that service, without the previous sanction of the Governor General in Council. For the appointment of

Natives to such posts, regulations will, with the sanction of Her Majesty's Secretary of State, shortly be issued.

5. When sanction is sought to a proposed appointment under either of the two foregoing paragraphs, the application for such sanction should show—

(*a*) the education and past history of the person whom it is proposed to appoint; and

(*b*) the reason why a Native of India [or, in the case of appointments under paragraph 4, a member of the Covenanted Civil Service] cannot conveniently be appointed to the vacant office.

6. Though the six departments named under clause (*d*) of paragraph 3 above are excluded from the operation of the present orders, the Governor General in Council does not wish that offices in these departments should be in any way reserved for Europeans. The duties of the Opium and Customs Departments are not more technical or arduous than those of the land revenue and settlements branches of the service wherein Natives of India do excellent work. Men of the same race as Colonel Montgomerie's Native trans-Himalayan explorers can surely be entrusted with responsible offices in the survey of the plains of India. The Governor General in Council has been glad to see that, in one most important branch of the Public Works Department of Bengal, the Lieutenant-Governor has decided that Native Engineers should be employed much more largely than heretofore. The annual police reports for the various Provinces show that Native police officers when advanced to positions of trust do their work zealously and honestly. And the Governor General in Council hopes that it may be possible to appoint Natives of India more and more freely to the higher offices in these departments. But for the present His Excellency in Council is not prepared to take special steps for restricting the employment of Europeans in the six departments mentioned at clause (*d*) above.

From the Government of India, to Her Majesty's Secretary of State for India,—No. 29, dated Simla, the 24th April 1879.

We have recently had under consideration the best means of securing that full effect be given to the orders of Her Majesty's Government on the subject of—

(1) appointing Natives of India to an increasing majority of higher offices in the Uncovenanted Service; and

(2) reserving the offices to which it is not desirable to appoint Natives of India, as far as practicable, for Covenanted Civil Servants, officers of the Staff Corps, or persons appointed by the Home Government.

2. The series of Despatches which ended with your predecessor's Despatch No. 451, dated 6th December 1871, were circulated to the several Local Governments for their guidance in the year 1872. We have recently been awaiting Your Lordship's instructions on our proposals regarding the Native Civil Service before issuing further orders in the matter. We have now received an expression of your views on that important question. There is, therefore, no necessity for further delay in enforcing the instructions of Her Majesty's Government, to which we have above adverted. And we have issued the enclosed circular* instructions to the Governments and Administrations of the Bengal Presidency. We consider it would be advisable that similar instructions should be issued to the Governments of Madras and Bombay. But on this point we solicit Your Lordship's orders.

* Nos. 21—746 to 753, dated 18th April 1879.

3. It will be seen that the Police, Customs, and Opium Departments are the chief civil departments of the service to which the Local Governments will, under our proposed orders, be able to appoint Europeans to important offices without the previous sanction of the Governor General in Council. We do not wish in any way to prevent or discourage the appointment of Natives of India to high posts in these departments; but, for the present, we do not feel able to take special steps for excluding Europeans from employment in these departments.

From Her Majesty's Secretary of State for India, to the Government of India,—No. 66 (Public), dated India Office, London, the 10th July 1879.

I have considered in Council the Despatch of Your Excellency in Council, dated 24th April last, No. 29, forwarding circular instructions which you have issued to the Governments and Administrations of the Bengal Presidency, with the view of giving full effect to the orders of Her Majesty's Government that Natives of India should be appointed to an increasing majority of higher offices in the Uncovenanted Service, and that the offices to which it is not desirable to appoint Natives should be reserved, as far as practicable, for Covenanted Civil Servants, officers of the Staff Corps, or persons appointed by the Home Government.

2. You state that, although you do not wish to prevent or discourage the appointment of Natives to high posts in the Police, Customs, and Opium Departments, you do not for the present feel able to exclude Europeans from employment in these Departments.

3. I cordially approve the instructions you have issued in the Bengal Presidency, which will, it may be expected, if carefully observed, lead to the appointment of Natives of India to fill a larger number of the higher posts in the Uncovenanted Service, and I have issued corresponding instructions to the Governments of Madras and Bombay, of which I enclose a copy.

From Her Majesty's Secretary of State for India, to the Governments of Madras and Bombay,—Nos. 7 and 9, dated London, the 10th July 1879.

I forward herewith, for your information and guidance, a copy of a circular which has been issued by the Government of India to the Governments and Administrations of the Bengal Presidency, containing instructions on the subject of appointing Natives of India to an increasing majority of higher offices in the Uncovenanted Service, and of reserving the offices to which it is not desirable to appoint Natives of India, as far as is practicable, for Covenanted Civil Servants, officers of the Staff Corps, or persons appointed by the Home Government.

2. I request that the principles laid down in this circular may be applied also in the $\frac{\text{Madras}}{\text{Bombay}}$ Presidency, and that, with the exceptions therein contained, no person, other than a Native of India, may in future be appointed to an office carrying a salary of ₹200 a month or upwards unless the sanction of the Secretary of State in Council to such appointment shall have been previously obtained.

APPENDIX K.

PARTICULARS REGARDING THE ORGANIZATION AND RECRUITMENT OF THE SUBORDINATE EXECUTIVE AND JUDICIAL SERVICES IN THE SEVERAL PROVINCES.

Madras Presidency: Executive Service: Existing organization.—In the Madras Presidency, the Executive Service is composed of two classes of appointments, namely—(1) Deputy Collectors, and (2) Tahsildárs; and each of these classes is sub-divided into grades, the number of which, as also the rate of pay attached to each, are shown in the following table:—

Deputy Collectors.			Tahsildárs.		
Grades.	Number of appointments in each grade.	Monthly rate of pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly rate of pay attached to each grade.
		₹			₹
1st class . . .	1	700	1st grade (not personal, but local).	13	250
2nd „ . . .	4	600	2nd grade (not personal, but local).	24	225
3rd „ . . .	8	500	3rd grade (not personal, but local).	39	200
4th „ . . .	17	400	4th grade (not personal, but local).	41	175
5th „ . . .	12	300	5th grade (not personal, but local).	38	150
6th „ . . .	9	250			
Total number of appointments.	51*		Total number of appointments.	155	

* *Note.*—Only 46 of these appointments are at present filled. But, in addition to the appointments shown, temporary Deputy Collectors are entertained in districts where there is no Assistant Magistrate and Collector of six months' standing at head-quarters. The numbers of such officers vary from time to time.

2. Madras Presidency: Judicial Service: Existing organization.—The Judicial Service in the Madras Presidency is also divided into two classes of appointments, namely—(1) Subordinate Judges, and (2) District Munsifs; and each of these classes is divided into grades, thus:

Subordinate Judges.			District Munsifs.		
Grades.	Number of appointments in each grade.	Monthly rate of pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly rate of pay attached to each grade.
		₹			₹
1st grade . . .	3	800	1st grade . . .	25	400
2nd „ . . .	5	650	2nd „ . . .	25	300
3rd „ . . .	6	500	3rd „ . . .	25	250
			4th „ . . .	31	200
Total number of appointments.	14		Total number of appointments.	106	

3. Madras Presidency: Executive Service and Judicial Service: General System of recruitment: Preliminary qualifications prescribed for candidates.—No rules have been laid down for the purpose of regulating appointments to the Executive and Judicial Services in the Madras Presidency, but qualifying examinations, termed "Special Test Examinations," have been fixed for each class of appointments. These examinations are held annually, and the minimum educational qualification required for admission has, since the year 1885, been the passing of the First Arts Examination, except in the case of persons already in the service of Government. After the year 1889, no person will be admitted to the special tests unless he has passed the First Arts Examination. In the case of the Judicial Service, the Madras

High Court has ruled that persons of the following classes only are to be considered eligible for the office of District Munsif, with the exceptions noted below:

(1) Advocates, vakils, and attorneys of the High Court, and persons duly qualified for admission as advocates, vakils, and attorneys of the High Court;

(2) Persons who have obtained the degree of Bachelor of Laws at one of the Universities of Madras, Calcutta, or Bombay;

(3) Persons who have passed the 1st Grade Pleadership examination.

EXCEPTIONS.

I.—Persons who, before the 1st January 1885, completed the special tests required to qualify for a Subordinate Judgeship or District Munsifship by G. O., dated 29th July 1869.

II.—Persons in the service of Government in the Judicial Department, who may pass the tests required to qualify for a Subordinate Judgeship or for a Munsifship under the old rules at any of the special test examinations to be held up to and including the year 1889.

4. Madras Presidency: Executive Service: Special Test Examinations for the posts of Deputy Collector and Tahsildár: Mode of appointment of Deputy Collectors and Tahsildárs: Incidents of first appointment as to probation, &c.—The special tests by which persons are required to qualify before they can be appointed Deputy Collectors comprise an examination in Criminal Law, Revenue, Translation, and Précis-writing, and include under the two heads first named, the Indian Penal Code, the Code of Criminal Procedure, the Indian Evidence Act, the Regulations and Acts applicable to the various branches of the Revenue, and the Circular Orders of the Board of Revenue. Candidates are also required to pass in certain portions of the Civil Account Code and in the rules of the Stamp Department. The examination is held in English, and candidates are ranked in the order of proficiency as determined by the total number of marks obtained under each head. It is further necessary that every person who may be appointed a Deputy Collector should, before taking charge of his regular duties, undergo training in treasury work, which must continue until he is certified by the Collector of the district to be qualified to take independent charge of a District Treasury. Appointments as Deputy Collectors are made by the Local Government, and are generally conferred only on persons who have been in the service of Government and who have had some experience as Tahsildárs; but the Local Goverment "occasionally, and for special reasons, make such appointments without regard to the educational qualifications required by the rules."

The special tests for the post of Tahsildár are similar to those prescribed for Deputy Collectors, but the papers set under the heads of Criminal Law and Revenue are of a less difficult character, being confined to those portions of the Regulations, Circular Orders, &c., a knowledge of which is requisite on the part of a Tahsildár. The rules of the Stamp Department also are excluded from the Tahsildár's examination, and the portions of the Civil Account Code included in the examination are more restricted than in the case of Deputy Collectors. Nominations to the office of Tahsildár are made by Collectors, but are subject to the sanction of the Board of Revenue and of the Local Government. Persons who have passed the special tests cannot be appointed to the office of Tahsildár unless they have completed three years' approved service in one or more of the following posts:

(1) Taluk Sheristadar.
(2) Deputy Tahsildár or Sub-Magistrate.
(3) Head Clerk in the Office of Collector, Agent to the Governor, Sub-Collector, or Head Assistant.
(4) Head Clerk in the Office of the Special Assistant Collector, Malabar.
(5) Police Inspector.
(6) Head Vernacular Clerk, Collector's Office.
(7) Head Magisterial Clerk, Collector's Office.
(8) Revenue Inspector.
(9) Uncovenanted Assistant to a Deputy Director of Revenue Settlement.
(10) Supervisor of Field Parties, Settlement Department.
(11) Inspector of Field Parties, Settlement Department.
(12) Manager, Survey Department.
(13) Sub-Assistant and Inspector of Boundaries, Survey Department.
(14) Superintendent of Sea Customs, exercising magisterial powers.

If the person nominated has passed the First Examination in Arts, service in one of the above qualifying grades for two years is held to suffice; while, if he is a Bachelor of Arts of one of the Indian Universities, such service is required for one year only.

Appointments, whether as Deputy Collectors or Tahsildárs, are not generally made on probation (except to the extent above shown), and no separate departmental examination is prescribed in either case over and above the special test examination. It is invariably the case, however, that men act for a time in both grades before they are confirmed; and if they fail to give satisfaction while so acting, they are remanded to their lower appointments. The special tests for the posts of Deputy Tahsildár and Taluq Sheristadar are the same as for that of Tahsildár.

The examination fees prescribed are:

	For the Deputy Collector's tests.	For the Tahsildar's tests.
	₹	₹
For the Judicial test	7	6
„ Revenue test	9	7
„ Translation test	4	4
„ Précis-writing test	4	4

5. Madras Presidency: Judicial Service: Special Test Examinations for the posts of Subordinate Judge and Munsif: Mode of appointment of Subordinate Judges and Munsifs: Incidents of first appointment as to probation, &c.—The special tests prescribed for the appointment of Subordinate Judge comprise an examination under the heads of Civil Law, Criminal Law, Translation, and Précis-writing. The first of these heads includes the Code of Civil Procedure, the Evidence and Contract Acts, Hindu and Mahomedan Law, and the Principles of Equity; while the second head includes the Indian Penal Code and the Code of Criminal Procedure. Subordinate Judges are appointed by the Local Government on the recommendation of the High Court.

In the case of Munsifs, the tests prescribed are the same as those for Subordinate Judges. Appointments, whether as Subordinate Judges or Munsifs, are not generally made on probation (though in practice it seldom happens that the appointment of Munsif is given to a person who has not previously officiated in the office), and no separate departmental examination is prescribed in either case. In both cases the following examination fees are levied:

	₹
For the Judicial Civil test	10
„ Judicial Criminal test	7
„ Translation test	4
„ Précis-writing test	4

District Munsifs are appointed by the High Court.

6. Bombay Presidency and Sind: Executive Service: Existing organization.—In the Bombay Presidency and Sind the Executive Service is composed of the following classes of appointments:

Deputy Collectors;
Mamlatdárs (in the Presidency proper); and
Mukhtyárkárs (in Sind).

Each of these classes is divided into grades, the number of which and the rate of pay attached to each are shown in the following tables:

I.—Bombay (Presidency proper).

Deputy Collectors.			Mámlatdárs.		
Grades.	Number of appointments in each grade.	Monthly rate of pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly rate of pay attached to each grade.
		₹			₹
1st Grade	1	800	1st Grade	23	250
2nd „	2	700	2nd „	34	200
3rd „	3	600	3rd „	47	175
4th „	11	500	4th „	51	150
5th „	13	400			
6th „	15	300			
Total number of appointments	45*		Total number of appointments	155	

* This number includes the appointments of six Assistants to Commissioners of Divisions, two City Magistrates (Poona and Ahmedabad), and one Personal Assistant to the Director of Agriculture.

II.—Sind.

Deputy Collectors.			Mukhtyárkárs.		
Grades.	Number of appointments in each grade.	Monthly rate of pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly rate of pay attached to each grade.
		R			R
2nd Grade . . .	1	700	1st Grade . . .	3	250
3rd „ . . .	1	600	2nd „ . . .	7	200
4th „ . . .	4	500	3rd „ . . .	15	175
5th „ . . .	4	400	4th „ . . .	18	150
6th „ . . .	4	300	5th „ . . .	8	100
.....	1	Supernumerary Deputy Collector on R300 a month.			
Total number of appointments . . .	15		Total number of appointments . . .	51	

7. Bombay Presidency and Sind: Judicial Service: Existing organization.—The Judicial Service in the Bombay Presidency and Sind is composed of Subordinate Judgeships, which in the Presidency proper are divided into two classes, each class being again sub-divided into grades, while in Sind there is one class only, sub-divided into grades. The sub-divisions, with the rates of pay attached to each grade, are shown in the following table:—

Bombay Presidency Proper.						Sind.		
1st Class.			2nd Class.					
Grades.	Number of appointments.	Monthly pay.	Grades.	Number of appointments.	Monthly pay.	Grades.	Number of appointments.	Monthly pay.
		R			R			R
1st Grade . .	4	800	1st Grade .	19	400	1st Grade .	2	400
2nd „ . .	4	650	2nd „ .	22	300	2nd „ .	3	300
3rd „ . .	7	500	3rd „ .	36	200	3rd „ .	5	200
			4th „ .	12	150	4th „ .	3	150
Total number of appointments .	15			89		Total number of appointments .	13	

It should be explained that the Bombay Presidency proper and Sind are under different laws for the regulation of Civil Courts, *viz.*, Act XIV of 1869 and Bombay Act XII of 1866 respectively. The former requires, for purposes of jurisdiction, the division of Subordinate Judges in the Presidency proper into two classes. In Sind the sub-division is merely into grades.

8. Bombay Presidency and Sind: Executive Service: General system of recruitment: Preliminary qualifications of candidates: Incidents of first appointment as to probation, &c.—Appointments of Deputy Collectors in the Presidency proper are ordinarily filled by the promotion of Mámlatdárs and Head Accountants. In special cases persons of good family and high social position, who have not served as Mámlatdárs or Head Accountants, are appointed to be Deputy Collectors, one such man of good family and superior education being usually kept acting as Deputy Collector (if he gives satisfaction) until he has so served longer than any other Acting Deputy Collector, when he is confirmed on the occurrence of a vacancy. In Sind the appointments of Deputy Collectors are ordinarily filled by the promotion thereto of Mukhtyárkárs.

The system at present followed* in the Presidency proper in making appointments to the posts of Mámlatdár is to confer these posts (1) on graduates employed in the Land Revenue Department, who have served for a period of two years in a Mámlatdár's court, and have passed the lower and higher standard departmental examinations; and (2) on non-graduates employed in the Land Revenue Department prior to the 1st of January 1879, who were allowed to qualify themselves for appointment by passing the lower and higher standard departmental examinations within a specified time. These two classes of officers are held entitled to promotion to the post of Mámlatdár in order of seniority, according to the date on which they passed the higher standard departmental examination, provided that they have proved themselves deserving of promotion by efficiency and good conduct in their previous service. For this purpose the names of those graduates and non-graduates employed in the Land Revenue Department who have succeeded in passing the higher standard departmental examination are entered in a list of persons qualified to hold the appointments of Mámlatdár and Deputy Collector, according to the date and order in which they have passed that examination.

Promotion from one grade to another grade of Mámlatdárs is regulated by seniority or exceptional merit; and, after serving in various grades of that office, a Mámlatdár is eligible for appointment to the lowest grade of Deputy Collectors.

The classes of officers noted in the margin not being graduates, who did not pass the lower and higher standard departmental examinations before the promulgation of the Rules of 1885, are also eligible, on passing those examinations, to have their names registered in order of passing on a supplementary list of non-graduates qualified for the appointment of Mámlatdár, and are eligible to fill vacancies when no qualified graduate is available. Mámlatdárs appointed from the supplementary list are eligible for promotion to Deputy Collectorships according to merit.

Persons holding the offices of Chitnis or Head Clerk to a Commissioner or Collector (substantive).

Any other officer of the Revenue service of not less than 10 years' standing, who may be recommended by a Commissioner on grounds of special merit and may thereon have been permitted by Government to appear for the departmental examination, higher standard.

After the 31st December 1889, non-graduates who pass the departmental examinations under the Rules of 1885 will be eligible to fill every third vacancy in addition to the occasional appointments above mentioned, the other two vacancies being presumably conferred on graduates who may have qualified themselves for promotion to the appointment of Mámlatdár, or on non-graduate officers who were employed in the Department previous to 1st January 1879, and passed the higher standard departmental examination before the Rules of 1885 came into force.

The Local Government has reserved to itself the right in very exceptional cases to sanction the promotion to Mámlatdár, without passing the Departmental Examinations, of old officers of the Revenue or Survey Department, who were already of long standing in the service when the passing of these examinations was first made a condition of advancement to that office, and who have proved their fitness while acting in the office of Mámlatdár or in other responsible posts.

In Sind all vacancies in the grade of Mukhtyárkár are filled from the following classes of persons:

(*a*) Graduates of any University employed in the Land Revenue Department in Sind, who have served in a Mukhtyárkár's office for 1½ years, and have passed the lower and higher standard departmental examinations.

(*b*) Experienced servants of Government of proved merit and ability whose age and ignorance of English may prevent their passing the prescribed examinations.

Non-graduate officers already employed in the Revenue Department in Sind, who may have passed the lower and higher standard departmental examinations before 31st December 1887, are eligible for promotion to the post of Mukhtyárkár. Appointments of Mukhtyárkárs are also filled by the promotion thereto of Head Accountants who have passed the departmental examinations.

Appointments of Mámlatdárs are, as a rule, made on probation for a period of one year, subject to confirmation at the end of that period on a report from the Assistant Collector in charge of the Táluka as to the efficiency of the probationary Mámlatdár in the discharge of his duties. Mámlatdárs receive while on probation the full salary of the appointments held by them. Appointments of Deputy Collectors are not made on probation, except in special cases in which persons who have not passed the departmental examinations are appointed to be, or to act as, Deputy Collectors. In such cases the officers appointed are required to pass an examination according to the special or raised higher standard test within one year from the date of

* Bombay Government Notification No. 7105, dated 2nd September 1885.

taking charge, or at the first examination held after the expiration of one year from such date. On failure so to pass, a deduction of 10 per cent. is made from their salary until they pass the examination. Until this examination has been passed, the persons appointed are shown in the Civil Lists as probationers, and on failure so to pass within two years from the date of nomination, they are liable to forfeit their appointments.

Appointments as Deputy Collectors and Mámlatdárs or Mukhtyárkárs are made respectively by the Local Government and by the Divisional Commissioners in the Presidency proper, and in Sind by the Commissioner.

9. Bombay Presidency and Sind: Judicial Service: General system of recruitment: Preliminary qualifications of candidates: Incidents of first appointment as to probation, &c.—The appointments of Subordinate Judges in the Presidency proper are at present held, in accordance with the provisions of Section 22 of the Bombay Courts Act (No. XIV of 1869), by persons who have practised for a period of five years as advocates of a High Court in India or as vakils in the High Court at Bombay, or who have qualified for the duties of Subordinate Judges according to the tests prescribed by the High Court, or who have taken the degree of Bachelor of Law at the University of Bombay. The tests prescribed by the High Court in connection with Subordinate Judgeships (with effect from the 1st January 1887) are identical with those prescribed for Pleaderships of the High Court; and, in order to qualify for appointment, it is necessary that a candidate should pass an examination held in English by the higher standard in the following subjects:

I.—Hindu and Mahomedan Law.
II.—The Laws of Civil Procedure and Limitation.
III.—The Law of Contracts and Torts.
IV.—The Law of Specific Relief, Transfer of Real Property, Mortgage, and Trusts.
V.—The Law of Evidence, Registration, and Stamps.
VI.—Criminal and Police Laws.

Amongst the preliminary qualifications of candidates, it is laid down that every candidate must be more than 22 years of age; that he must be able to speak, read, and write, with ease and correctness, one of the vernacular languages which are used in the District Courts of the Bombay Presidency, *viz.*, Maráthi, Gujaráti, and Kanarese; and that he must have passed the Matriculation Examination of the University of Bombay. The rules specially provide that nothing therein shall prevent the appointment as Subordinate Judge of any person who has already held the office of Munsif, or has passed the examination for the office of Subordinate Judge or High Court pleader under certain rules previously in force. The fee prescribed for the examination is ₹10.

The following rules for the selection and appointment of Subordinate Judges in the Presidency proper are to take effect from the 1st January 1890:

1. A Graduate in Law of the University of Bombay, or a person who has passed the High Court's examination for the offices of Subordinate Judge and Pleader of the High Court seeking, after the 1st January 1890, to be appointed to a Subordinate Judgeship, must have either—

(*a*) been in full and continuous practice for three years in a Civil Court, or have
(*b*) served for three years as Honorary Assistant under a Government Pleader or the Registrar or Clerk of a Civil Court, or have
(*c*) served for three years as Clerk of the Court, Sheristadar, Deputy Sheristadar, or Nazir in a Civil Court, or have
(*d*) performed continuously for three years one or other of the duties specified in (*a*), (*b*), and (*c*).

2. In rule 1 (*b*) and (*c*) the term "Government Pleader" means the Government Pleaders in the High Court and District Courts only, and the term "Civil Court" means the High Court, the Presidency Small Cause Courts, District Courts, and Subordinate Judges and Mofussil Small Cause Courts at Sadar stations only.

In Sind Subordinate Judgeships are held by persons who have qualified for the duties according to the tests prescribed by the Commissioner in Sind. These tests are identical with those prescribed for admission as Sadar Court Pleaders in Sind, and comprise an examination held in the English language and in the following subjects:—

(1) The Hindu Law of Inheritance, Succession, and Adoption, and Mahomedan Law.
(2) The Law of Civil Procedure, Limitation, Registration, Stamps, and Court Fees.
(3) The Law of Contracts and Evidence.
(4) The Indian Penal Code and the Code of Criminal Procedure.

Papers are also set in the Law of Torts, Mercantile Law, and the general principles of Jurisprudence. All candidates must be at least 21 years of age, and must, unless this requirement is specially dispensed with, have passed the Matriculation Examination of the Bombay University or a public examination of an equally high character.

Appointments as Subordinate Judges are made by the Governor of Bombay in Council for the Presidency proper, and by the Commissioner in Sind for that Province. Such appointments are not made on probation, and the candidates or holders are not required to pass any departmental examinations.

10. Lower Provinces of Bengal: Executive Service: Existing organization.—In the Lower Provinces of Bengal the Executive Service consists of two classes of appointments, namely—(1) Deputy Magistrates and Deputy Collectors; and (2) Sub-Deputy Magistrates and Sub-Deputy Collectors. These again are sub-divided into grades, the number of which and the pay attached to each are shown in the following table:—

Deputy Magistrates and Deputy Collectors.			Sub-Deputy Magistrates and Sub-Deputy Collectors.		
Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.
		₹			₹
1st Grade	7	800	1st Grade	17	200
2nd „	9	700	2nd „	23	175
3rd „	19	600	3rd „	31	150
4th „	39	500	4th „	26*	100
5th „	64	400			
6th „	58	300			
7th „	46*	250			
Total numbers of appointments.	242		Total number of appointments.	97	

* Of these, eight are temporary appointments.

Note.—In addition to the appointments above shown 18 Deputy Collectors and 6 Sub-Deputy Collectors are employed at the present time on special duty. The salaries of these officers range from ₹200 to ₹400 a month in the case of the Deputy Collectors, and ₹100 a month in the case of the Sub-Deputy Collectors. These appointments will terminate on the completion of the special work for which they were created, and the salaries of the officers are paid from special sources, namely, the estimates of the cost of the particular works on which they are engaged. There are also seven sanctioned appointments of Tahsildárs in the Lower Provinces, three of whom receive pay at the rate of ₹200 to ₹300 a month, and the remainder at the rate of ₹200 a month; these officers are employed in the estates of Ungul and the Khond Mehals in Cuttack and Chittagong.

11. Lower Provinces of Bengal: Judicial Service: Existing organization.—The Judicial Service of the Lower Provinces is composed of the appointments of (1) Subordinate Judges, and (2) Munsifs, which again are sub-divided in the following manner:—

Subordinate Judges.			Munsifs.		
Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.
		₹			₹
1st Grade	7	1,000	1st Grade	75	400
2nd „	15	800	2nd „	70	300
3rd „	27	600	3rd „	65	250
			4th „	25	200
Total number of appointments	49		Total number of appointments	235	

12. Lower Provinces of Bengal: Executive Service: General system of recruitment: Preliminary qualifications of candidates: Incidents of first appointment as to probation, &c.—Appointments of Deputy Collectors and Deputy Magistrates are at present made on the results of a competitive examination held annually among accepted

candidates. If, after all the successful candidates of the year are provided for, more vacancies occur during the year, appointments are made by nomination. The competitive examination is open to all Natives of India (the term including all persons born and domiciled within the dominions of Her Majesty in India of parents habitually resident in India, and not established there for temporary purposes only) who have passed the Entrance Examination of the Calcutta University, or who can produce satisfactory evidence from competent authority of having received a good education up to the standard at least of the Entrance Examination. Candidates are further required to produce certificates of health, respectability, and good moral character, and to be not more than 25 years of age. Each candidate is required to pay a fee of R10 to cover the expenses of examination. The subjects prescribed for the competitive examination comprise (1) an Essay; (2) Letter-drafting, Précis-writing, and a short translation from the Vernacular into English; (3) Law, including the Penal Code, the Code of Criminal Procedure, and certain specified Regulations and Acts; (4) Elementary Drawing and Surveying; and (5) Arithmetic and Geography. The successful candidates (that is, those who succeed according to the number of vacancies assigned) are at once attached as probationers to different duties in districts (such as subordinates to the Personal Assistants of Commissioners of Divisions, Assistants to Managers of Government and Wards' Estates, Assistants to Superintendents of Surveys and Settlements), and their eventual appointment to a substantive post depends upon the manner in which they discharge their duties. Until they obtain a substantive appointment, probationers receive a small subsistence allowance of R50 a month. Appointments to the rank of Deputy Magistrate and Deputy Collector are at first made on probation, which lasts until the probationary Deputy Magistrates pass completely the higher and lower standards of the departmental examinations, and are absorbed in the seventh or lowest grade on the occurrence of vacancies in that grade. During this period they draw R200 a month. The probationary period is insisted upon in all cases. The lower standard of departmental examination must be passed within two years from the date of first appointment, and another period of two years from the date of passing the lower standard is allowed for passing the higher standard. The penalty for failure to pass the departmental examination within the prescribed time is forfeiture of appointment.

Sub-Deputy Collectors are appointed by nomination. These nominations are not subject to any rules, and it has been laid down* by the Local Government that "Sub-Deputy Collectors form an entirely distinct class, and have no claim by right to promotion to the superior grade in the Subordinate Executive Service, though it will be open to them to obtain it through the system of examination." At the same time the Local Government reserves to itself the right, under special circumstances, of rewarding meritorious services by direct appointment or by promotion. Sub-Deputy Collectors are appointed as temporary officers, and absorbed as vacancies occur. No definite period of probation is fixed, and they are not required to pass any examination. Appointments as Deputy Magistrates and Deputy Collectors and as Sub-Deputy Magistrates and Sub-Deputy Collectors are made by the Local Government.

13. Lower Provinces of Bengal: Judicial Service: General system of recruitment: Preliminary qualifications of candidates: Incidents of first appointment as to probation, &c.—No rules have been laid down by the Local Government for the purpose of regulating appointments to the Judicial Service in the Lower Provinces. Promotion to the office of Subordinate Judge is, as a rule, made from the first grade of Munsifs; but such promotion is made by selection and not by seniority only, none but officers of approved merit being recommended. In the case of Munsifs, the present practice is that no candidate is considered eligible "unless he holds a B.L. degree, has passed the senior grade Pleadership examination, and has practised as a pleader for three years." Each candidate is also required to submit certificates from the Judges of the Courts in which he has practised to prove his fitness for employment as a Munsif and that he is of good moral character. It is further required that a candidate should be under 30 years of age at the time of obtaining his first gazetted appointment. Munsifs are exempted from passing the departmental examinations; but the fourth grade of Munsifs is a probationary grade on R200 a month, the members of which are first appointed to fill temporary vacancies, and are absorbed in the grade as permanent vacancies occur.

Appointments of Subordinate Judges are made by the Local Government. Munsifs are nominated by the High Court and appointed by the Local Government.

14. North-Western Provinces and Oudh: Executive Service: Existing organization.—The Executive Service in the North-Western Provinces and Oudh consists of

* Resolution of the Government of Bengal (Appointment Department), dated 23rd February 1883.

(1) Deputy Collectors and (2) Tahsildárs. These appointments are sub-divided into the following grades :—

Deputy Collectors.			Tahsildárs.		
Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.
		R			R
7th Grade . . .	3	800	1st Grade . . .	32	250
6th „ . . .	4	700	2nd „ . . .	47	200
5th „ . . .	8	600	3rd „ . . .	65	175
4th „ . . .	19	500	4th „ . . .	71	150
3rd „ . . .	29	400			
2nd „ . . .	26	300			
1st „ . . .	19	250			
Total number of appointments.	108		Total number of appointments.	215	

15. North-Western Provinces and Oudh: Judicial Service: Existing organization.—The Judicial Service in the North-Western Provinces and Oudh consists of (1) Subordinate Judges and (2) Munsifs, sub-divided into the following grades :—

Subordinate Judges.						Munsifs.					
North-Western Provinces.			Oudh.			North-Western Provinces.			Oudh.		
Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.
		R			R			R			R
1st Grade .	4	800	1st Grade	3	800	1st Grade	23	400	1st Grade	6	400
2nd „ .	7	600	2nd „	3	700	2nd „	23	300	2nd „	6	300
3rd „ .	7	500	3rd „	6	500	3rd „	20	200	3rd „	12	200
Total number of appointments.	18			12		Total number of appointments.	66			24	

Note.—In addition to the above, there are two Sadar Amins in Kumaun on R300 and R200 a month respectively.

16. North-Western Provinces and Oudh: Executive Service: General system of recruitment: Preliminary qualifications of candidates: Incidents of first appointment as to probation, &c.—In the case of Deputy Collectors, nominations in the North-Western Provinces are made by the Board of Revenue, while in Oudh recommendations for appointment are made to the local Government by Commissioners. A large proportion of the officers appointed are men who have had experience as Tahsildárs or as Head Clerks in Collectors' offices, or have proved their ability in the Police, Educational, or other Departments. The experiment has recently been made of appointing young men of promise as Honorary Deputy Collectors in the first instance. If they pass the departmental examination and are considered to have shown capacity for practical work, they become stipendiary Deputy Collectors. At least half the vacancies, permanent and officiating, are in practice reserved as prizes for Revenue officials. Honorary Deputy Collectors do not receive pay, and are required to possess a fairly high standard of educational qualifications.

No person can be appointed permanently to the post of Deputy Collector who is not qualified* by a sufficient knowledge of English to discharge all the duties and conduct the correspondence connected with the charge of a treasury; but the Local Government reserves to itself the power of relaxing this rule in favour of Tahsildárs who, by their acquired experience and intimate acquaintance with the details of revenue administration, are in other respects than a knowledge of English, qualified to discharge the duties ordinarily devolving on a Deputy Collector.

In the case of Tahsildárs, nominations according to a prescribed† scale are annually made by District Officers, Commissioners, and the Board of Revenue. From among these nominees the requisite number, with regard to probable vacancies in the two Provinces, is selected by a Committee which sits every year, and consists of the two Members of the Board of Revenue, the Oudh Revenue Secretary, and the Secretary to the Board of Revenue. As regards the qualifications of the nominees, the rules‡ require that "the nominees of District Officers must ordinarily be Naib Tahsildárs or other officials serving in the district, who, from their experience in the executive or administrative service of the Government, and by reason of their educational, official, physical, and other qualifications, are deemed likely to become efficient Tahsildárs. Where the District Officer can certify that no competent official of this description is serving in his district, he may nominate any other competent person who holds a certificate of having passed an examination not inferior to the middle-class Anglo-Vernacular Departmental Examination." The rules also lay down that "the other authorities in whom the power of nomination is vested may nominate any persons possessing the educational qualification described in the last sentence of the preceding rule." Each nominee of a District Officer must be examined personally by the Commissioner through whom the nomination is submitted, and the Commissioner is required to record the result of this examination.

† Every District Officer and Commissioner of a Division may nominate one person each year for the office of Tahsildár. The Board of Revenue may also nominate one person each year, and the Local Government reserves to itself a general power to nominate in special cases.

The Central Committee consider the various particulars submitted in regard to each nominee as to physique, social position, bearing, manners, past services, and educational qualifications, and prepare a list of so many of the nominees as are required to fill vacancies likely to occur among Tahsildárs during the year for which nominations are submitted, the selected nominees (not less than two-thirds of whom must be persons who have been nominated by District Officers) being arranged in the order of their claims and fitness for the office of Tahsildár. This order, under ordinary circumstances, regulates appointment to be first officiating and then permanent Tahsildárs; but no selected nominee can be made permanent as a Tahsildár until he has rendered approved service in the office of Tahsildár for at least a year, and unless he has either before or after selection passed the departmental examination prescribed for Tahsildárs. Every probationary Tahsildár must appear at each consecutive examination until he has passed (pending which he cannot be confirmed or receive officiating promotion); and if he fails to pass at three consecutive examinations, he is liable to be removed from office. Probationary and officiating Tahsildárs and officiating Deputy Collectors receive the full pay of the lowest grade of appointment under each head. Appointments as Deputy Collectors are made by the Local Government. Tahsildárs are appointed in Oudh by the Local Government, and in the North-Western Provinces by the Board of Revenue. There is no fixed rule as to probation, but the object is practically secured by the period which must be passed in officiating positions before permanent appointments can be secured.

17. North-Western Provinces and Oudh: Judicial Service: General system of recruitment: Preliminary qualifications of candidates: Incidents of first appointment as to probation, &c.—No rules have been laid down for the appointment of Subordinate Judges in the North-Western Provinces and Oudh, but in practice they are appointed from the ranks of the Munsifs by the Local Government on the recommendation, in the case of the North-Western Provinces, of the High Court, and in the case of Oudh, of the Judicial Commissioner. In regard to Munsifs, the following rules‡ have been prescribed by the Local Government under Section 6 of the Bengal Civil Courts Act (VI of 1871):

The following persons shall be qualified to be appointed to the office of Munsif:—

(1) Any Vakil of the High Court of Judicature for the North-Western Provinces.

(2) Any person who holds a certificate of the Examination Board that he has qualified for admission as a Vakil of the High Court of Judicature for the North-Western Provinces.

* Notification of the Government of the North-Western Provinces and Oudh, dated 6th April 1880.
† Notification of the Government of the North-Western Provinces and Oudh, dated 19th June 1885.
‡ Notification of the Government of the North-Western Provinces and Oudh, dated 17th May 1881.

(3) Any person who has obtained the degree of Bachelor of Law of the Calcutta University, and for three years has practised in any Court subordinate to the High Court of Judicature for the North-Western Provinces, or for three years has held the office of General Assistant Translator, Reader, Decree-writer, or Trial Clerk in the High Court of Judicature for the North-Western Provinces, or of Munsarim, Translator, or Reader in a District Court in the North-Western Provinces.

(4) Any person who for three years has held the office of Deputy Collector or Tahsildár, or of General Assistant, Translator, Reader, Decree-writer, or Trial Clerk in the High Court of Judicature for the North-Western Provinces, or of Munsarim, Translator, or Reader in a District Court in the North-Western Provinces, and who is further qualified as hereinafter provided, that is to say—

(*a*) is a Pleader of the upper subordinate grade; or

(*b*) holds a certificate of the Examination Board that he has qualified for admission as a Pleader of the upper subordinate grade; or

(*c*) holds a certificate of the Examination Board that, by the special permission of the Government or of the High Court of Judicature for the North-Western Provinces, he was examined at the examination held under Rule 28 of the Circular Order of the High Court, No. 19 of 1880, and obtained such a number of marks that if he had appeared as a candidate for admission as a Pleader of the upper subordinate grade, he would have obtained a certificate of qualification.

All persons not born and bred in the Punjab or Oudh, the North-Western Provinces, or Bengal west of Patna, are required, before appointment as Munsif, to undergo an examination in a vernacular language of the North-Western Provinces.

In the case of Oudh, appointments to the office of Munsif* are confined to persons of the following classes:

(1) Vakils of the High Court of Judicature, North-Western Provinces, or pleaders of the Judicial Commissioner's Court in Oudh, or Bachelors of Law of the University of Calcutta.

(2) Persons who hold a certificate of the Examination Board that they have qualified for admission as a vakil of the High Court, North-Western Provinces, or as pleader of the Court of the Judicial Commissioner of Oudh.

(3) Persons who have for three years held the office of Deputy Collector or Tahsildár, or of Registrar or Deputy Registrar of the Court of the Judicial Commissioner.

(4) Persons who have for three years held the office of Munsarim in the Courts of the Judicial Commissioner or of Sessions Judges, District Judges, or Deputy Commissioners in the North-Western Provinces or Oudh, and who have further qualified by passing the examination for admission as pleader of the upper subordinate grade.

There is no positive rule as to probation, but in nearly all cases appointments are said to be practically made on probation, as nominees are in the first place brought in to act temporarily, and generally have to officiate for considerable periods before obtaining permanent appointments.

Appointments as Munsifs are made by the Local Government on the recommendation of the High Court or of the Judicial Commissioner of Oudh, as the case may be.

18. Punjab: Executive Service: Existing organization.—In the Punjab the Executive Service consists of (1) Extra Assistant Commissioners, (2) Tahsildárs; and (3) Superintendents of Settlements, which classes of appointments are sub-divided into grades, thus:—

Extra Assistant Commissioners.			Tahsildárs.			Superintendents of Settlements.		
Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.
		₹			₹			₹
1st Grade .	2	800	1st Grade .	18	250	1st Grade .	3	250
2nd „ . .	2	700	2nd „ .	27	200	2nd „ .	5	200
3rd „ . .	3	600	3rd „ .	36	175	3rd „ .	6	175
4th „ . .	8	500	4th „ .	42	150	4th „ .	8	150
5th „ . .	24	400						
6th „ . .	23	300						
7th „ . .	15	250						
Total number of appointments.	77			123			22	

* Notification of the Government of the North-Western Provinces and Oudh, dated 8th December 1884.

19. Punjab: Judicial Service: Existing organization.—The Judicial Service in the Punjab consists of (1) Extra Judicial Assistant Commissioners, and (2) Munsifs, sub-divided thus:—

Extra Judicial Assistant Commissioners.			Munsifs.		
Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.
		R			R
1st Grade . . .	2	1,000	1st Grade . . .	13	250
2nd „ . . .	2	800	2nd „ . . .	18	200
3rd „ . . .	2	700	3rd „ . . .	25	175
4th „ . . .	3	600	4th „ . . .	28	150
5th „ . . .	8	500			
Total number of appointments.	17		Total number of appointments.	84	

20. Punjab: Executive Service: General system of recruitment: Preliminary qualifications of candidates: Incidents of first appointment as to probation, &c.—Appointments as Extra Assistant Commissioners in the Punjab are made (1) by nomination amongst officials who, by approved service, are considered to have earned a claim to the appointment of Extra Assistant Commissioner; and (2) by competition amongst approved candidates. The proportion of vacancies allotted to candidates for the competitive examination has, since 1884, been one in every four; but no fixed proportion is laid down in the rules.* Under (1) the candidates are ordinarily Tahsildárs, Superintendents of Settlements, and Munsifs; but the claims of Head Clerks of Divisional and District offices are not overlooked. Nominations are made partly by the Chief Court, and partly by the Financial Commissioners; but no candidate can be recommended unless he has passed the departmental examination by the higher standard prescribed for Extra Assistant Commissioners. Candidates who have not served in a Settlement or as Tahsildárs may be required after appointment to serve for a period of twelve months in a Settlement, but in practice this rule has not been enforced. In the case of (2), all candidates must—

(*a*) be Natives of India as defined in the Statute 33 Vic., Cap. 3, Section 6;
(*b*) not be under 20 or over 25 years of age;
(*c*) give satisfactory evidence that they possess a minimum educational qualification equivalent to the Entrance standard of the Punjab University;
(*d*) furnish a certicate of physical fitness;
(*e*) give satisfactory evidence of (i) good moral character; (ii) habits of personal activity; and (iii) gentlemanly bearing;
(*f*) have passed the higher standard examination in Hindustani, if not their vernacular.

Among applicants possessed of the above essential qualifications, preference is generally given to Natives of, and persons domiciled in, the Punjab and the Native States in political connection with the Punjab; and special preference is invariably given in the following order to—

(*a*) members of families of tried loyalty and distinguished service;
(*b*) persons of good social status and influence in the country;
(*c*) persons of superior educational attainments, such as graduates of an Indian University.

Appointments to vacancies are made from among candidates successful at an annual competitive examination in the order of merit shown, half of the appointments available each year being reserved for candidates who possess a thorough knowledge of English. The subjects of examination are partly obligatory, comprising (1) Composition; (2) Indian Law and Revenue; and (3) Mathematics; and partly optional, comprising (1) Elementary Principles of British Government; (2) History; and (3) a Classical Language. Not more than two of the optional subjects may be taken up by candidates. The questions may be answered either in

* Notifications of the Punjab Government, No. 894 S., dated 25th July 1885, and No. 1397 S, dated 19th September 1885.

English or in the Vernacular; but candidates competing for appointments reserved for those who possess a thorough knowledge of English (*a*) are expected to record their answers in English; (*b*) if their vernacular is not English, or if they have not graduated in English at any University, must have their knowledge of English tested by a special examination in that language.

The examination fee prescribed is R20.

A successful candidate who has not served in a Settlement or as Tahsildár is required, after his examination, to serve for twelve months in a Settlement, and is ordinarily so employed for such period on a salary of R100 a month. All successful candidates are required to pass the higher standard departmental examination prescribed for Assistant Commissioners and Extra Assistant Commissioners within two years of their appointment as Officiating Extra Assistant Commissioners.

The Local Government reserves to itself power, notwithstanding anything in the rules, for political or other sufficient reasons in special cases, and generally in Frontier Districts, to make direct appointments to the office of Extra Assistant Commissioner without requiring an examination to be passed. Extra Assistant Commissioners appointed for political reasons or by competition are liable to removal from their officiating appointments if they fail to pass their departmental examination in two successive years after their appointment, unless there are special reasons to account for such failure.

For the offices of Tahsildár and Naib Tahsildár,* candidates are nominated by Deputy Commissioners from amongst subordinate officials or Native gentlemen specially qualified for these offices. No preliminary qualifications are enforced, but District Officers are required to describe fully the qualifications of each nominee, especially in regard to education and ability, character and social standing. When a candidate has been approved by the Financial Commissioner, he is eligible for appointment as a Tahsildár or Naib Tahsildár, as the case may be.

Naib Tahsildárs are on the occurrence of vacancies appointed by the Deputy Commissioners, with the sanction of the Commissioner, from amongst the approved candidates; but, if the candidate has not passed the departmental examination prescribed for Tahsildárs, his appointment is provisional until he passes that examination, or is specially exempted therefrom by the Local Government. Failure to pass at either of the two examinations held next after appointment involves the penalty of removal from office.

Tahsildárs are appointed on the nomination of Deputy Commissioners, which requires the sanction of the Financial Commissioner, and the nominee must be either a Naib Tahsildár who has held office for two years, and has passed the Tahsildárs' departmental examination, or an approved candidate for the office of Tahsildár; but no candidate is eligible for appointment as Tahsildár until he has passed the departmental examination (unless specially exempted therefrom by the Local Government). Appointment is ordinarily made to the lowest grade in the district, unless appointment to any higher grade which may be vacant is sanctioned by the Financial Commissioner.

In the case of Superintendents of Settlements no rules of appointment have been laid down, but Tahsildárs and other suitable persons are appointed to these posts by the Financial Commissioner.

20. Punjab: Judicial Service: General system of recruitment: Preliminary qualifications of candidates: Incidents of first appointment as to probation, &c.—No specific rules have been laid down for regulating the appointment of Extra Judicial Assistant Commissioners, who are recruited from Extra Assistant Commissioners displaying special aptitude for judicial work, and are selected by the Local Government on the recommendation of the Chief Court.

Appointments to the post of Munsif† are made partly by selection and partly on the results of competitive examinations, permanent vacancies being filled by each system alternately. Candidates for appointment by selection must ordinarily belong to one of the following classes:—

(*a*) Officials who appear to be fitted for the office of Munsif.

(*b*) Members of families who have rendered good service to Government.

(*c*) Persons of good social position and influence in the country.

Nominations are made by District Judges each year, and are submitted to the Chief Court through Divisional Judges with the recommendations of the latter. All accepted candidates, unless they have already qualified in this respect, are required to present themselves at the first departmental examination held after their acceptance; and if they fail to pass at that examination or at the one next following, are liable to have their names removed from the

* Financial Commissioner's Book Circular 2 of 1873.

† Chief Court's Book Circular No. XIV-3372, dated 6th September 1886.

list of accepted candidates. No candidate is given a permanent appointment or is ordinarily appointed to officiate as Munsif unless he has passed, or has been specially exempted from passing, the departmental examination prescribed for Tahsildárs and Munsifs, or the examination for the Diploma of Licentiate in Law of the Punjab University. Every candidate appointed to a permanent vacancy, in the first instance, holds his appointment on probation for a year, provided that, if the fitness of the candidate has been satisfactorily established during officiating appointments, a further period of probation may be waived.

For the competitive examination candidates are accepted on the recommendation of Divisional Judges, the persons eligible for nomination being Natives of India as defined in the Statute 33 Vic., Cap. 3, Section 6, subject to the following conditions:—

(*a*) The applicant must be a native of, or domiciled in, the Punjab or the territories adjacent thereto, and must be not under 20 nor over 24 years of age.

(*b*) He must have graduated as B. L., B. A., or B. O. L.* at one of the recognized Universities in British India, or have passed the examination for the Diploma of Licentiate in Law or the High Proficiency in Arts Examination of the Punjab University, or give satisfactory evidence that his educational attainments are not inferior to those required for one of the above tests.

(*c*) He must furnish the certificate of physical fitness required by Rule 2 under Section 106 of the Civil Pension Code (6th Edition).

(*d*) He must give satisfactory evidence of good moral character and gentlemanly bearing.

(*e*) If Urdu is not his vernacular, he must give satisfactory evidence that he possesses a thorough knowledge of that language.

Accepted candidates are subjected to an examination in Composition, History of India, Civil Procedure Law and Law of Evidence (also certain specified Acts), and Mathematics. Answers may be written in English, for which extra marks are awarded if a competent knowledge of the language is shown. Successful candidates are appointed to vacancies in the order of merit shown at the competitive examination, and receive appointments on probation for two years, within which period they are required to pass the prescribed departmental examination, unless they have already qualified in this respect. Failure to pass the departmental examination within the pescribed period disqualifies probationers from confirmation, which further depends on satisfactory reports as to their fitness from the Divisional and District Judges under whom they have served. No probationer is confirmed if it appears that he is from any cause unfit to hold a judicial appointment. Appointments as Munsifs are made by the Chief Court.

21. Central Provinces: Executive Service and Judicial Service: Existing organization.—In the Central Provinces no separate staff exists for the performance of executive and judicial functions respectively, but both classes of work are combined in the same offices, consisting of Extra Assistant Commissioners and Tahsildárs. The existing strength of the establishment is—

Extra Assistant Commissioners.			Tahsildárs.		
Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.
		R			R
5th Grade . . .	3	600	1st Grade . . .	7	250
4th „ . . .	7	500	2nd „ . . .	11	200
3rd „ . . .	12	400	3rd „ . . .	15	175
2nd „ . . .	8	300	4th „ . . .	17	150
1st „ . . .	6	250			
Total number of appointments.	36		Total† number of appointments.	50	

* Bachelor of Oriental Learning.

† *Note.*—In addition to this staff of Tahsildárs, there are 15 additional Tahsildárs on R100 a month, who are confined to civil judicial duties, and practically take the place of Munsifs.

22. Central Provinces: Executive and Judicial Services: General system of recruitment: Preliminary qualifications of candidates: Incidents of first appointment as to probation, &c.—No rules have been framed for the purpose of regulating appointments as Extra Assistant Commissioners or Tahsildárs, and the system adopted is one of nomination, first appointments being made from among distinguished students of any of the Universities who belong to the Central Provinces, from members of the local Bar, or from among Clerks of Court or other Government servants who are considered to have received a fair education, and who have passed some of the prescribed departmental examinations. In considering the claims of candidates, due weight is attached to moral, social, and physical fitness; and the services (if any) rendered by their families, and occasionally also their birth, caste, or sect, are taken into account. Provision is practically made for probation by means of officiating appointments. A period of one year is usually allowed for passing the departmental examination by the lower standard, and a further year for the higher standard, the penalty for failure to pass within the prescribed period being stoppage of promotion.

23. Hyderabad Assigned Districts: Executive and Judicial Services: Existing organization.—In the Hyderabad Assigned Districts there is no division of executive and judicial functions among the subordinate staff of Extra Assistant Commissioners and Tahsildárs, the existing strength of which classes of appointments is thus shown:

Extra Assistant Commissioners.			Tahsildárs.		
Grades.	Number of appointments in each grade.	Monthly rate of pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly rate of pay attached to each grade.
		₹			₹
1st Grade	2	600	1st Grade	3	250
2nd „	2	500	2nd „	5	200
3rd „	5	400	3rd „	7	175
4th „	4	300	4th „	6	150
5th „	4	250		1	120
Total number of appointments.	17		Total number of appointments.	22	

24. Hyderabad Assigned Districts: Executive and Judicial Services: General system of recruitment.—No definite rules exist for regulating appointments to the Executive and Judicial Services in Berar, but all Extra Assistant Commissioners and Tahsildárs are required to pass, within two years of their appointment, a departmental examination in (1) Law, (2) Revenue Procedure, (3) Vernacular languages, and (4) Accounts.

25. Assam: Executive Service: Existing organization.—The Executive Service in Assam consists of (1) Extra Assistant Commissioners; (2) Sub-Deputy Collectors; and (3) Tahsildárs, sub-divided into the following grades:

Extra Assistant Commissioners.			Sub-Deputy Collectors.			Tahsildárs.		
Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.	Grades.	Number of appointments in each grade.	Monthly pay attached to each grade.
		₹			₹			₹
5th Grade	2	600	1st Grade	2	200	1st Grade	1	200
4th „	5	500	2nd „	3	175	2nd „	1	175
3rd „	10	400	3rd „	4	150	3rd „	*	150
2nd „	7	300	4th „	4	125	4th „	...	125
1st „	5	250	5th „	2	100	5th „	11	100
Total number of appointments.	29		Total number of appointments.	15		Total number of appointments.	13†	

* Vacant.
† *Note.*—The number and grading of Tahsildárs in Assam have not yet been definitely fixed.

26. Assam: Executive Service: General system of recruitment: Preliminary qualifications of candidates: Incidents of first appointment as to probation, &c.—The appointments of Extra Assistant Commissioners are ordinarily filled by promotion from among the Sub-Deputy Collectors and Tahsildárs of the Assam Valley and Cachar; but the late Chief Commissioner observes: "Only men of approved merit and ability among the Sub-Deputy Collector and Tahsildár class will in future be promoted to the grade of Extra Assistant Commissioner, as Natives of a far superior class are obtainable by selection elsewhere, notably from among the graduates of the Calcutta University." Under the existing rules all appointments to the grade of Tahsildár in the Assam Valley and Cachar, and of Sub-Deputy Collector throughout the Province, are ordinarily reserved for persons who have passed a competitive examination in (1) English; (2) Surveying; (3) Vernacular; and (4) Arithmetic. Candidates for this examination must, unless already in the service of Government, be less than 25 years of age, and must produce certificates as to (*a*) character, respectability, and general moral fitness; (*b*) sound health; and (*c*) ability to ride (if the pay of the appointment is ₹100 a month or more). The following persons are eligible for the examination:

(1) Persons who have served Government for six years, and have held for not less than two years a responsible permanent appointment above that of copyist, with a monthly salary not less than ₹50, in one of the Civil Departments of the Government service, and can produce a sufficient certificate of ability, good conduct, and fitness for promotion from their official superiors.

(2) Persons who have taken a University degree in Arts, Law, Medicine, or Engineering.

Amongst those who pass the examination, the Chief Commissioner does not bind himself in all cases to select the candidates who have obtained the highest marks. In making the selections, the chief weight is given to the number of marks: but consideration is also paid to birth, claims based on being a Native of the Province or on descent and social position obtaining preference when the marks of two candidates are nearly equal.

Candidates selected to fill the notified vacancies are employed, if not already in Government service, as probationers on a salary of ₹50 a month until the vacancy to fill which they were selected occurs. In ordinary course probationers receive permanent appointments as Sub-Deputy Collectors or Tahsildárs within a year of the examination.

Note.—The late Chief Commissioner observes that the above rules "have not worked very well hitherto, and they are not altogether adhered to in practice. Thus Tahsildárs are not now ordinarily appointed from men who have passed the prescribed examination, because experience has shown that fit men cannot in this way be found to take charge of our Tahsils. Our Tahsildárs are mostly old Assamese Mauzadars of approved service. They have more local influence than those who pass our examinations, and who are generally of the schoolmaster class, and Bengalis, having no touch with the people."

27. Assam: Judicial Service: System of recruitment.—There is no separate Judicial Service in Assam except in the district of Sylhet, and appointments to the posts of Subordinate Judge and Munsif in that district are filled on the nomination of the Calcutta High Court from the Judicial Service of Bengal. Similar appointments do not exist elsewhere in the Province.

28. Coorg: Executive and Judicial Services: Existing organization and system of recruitment.—In the small Province of Coorg the Executive and Judicial Services consist of two Assistant Commissioners (on salaries of ₹500 rising to ₹800, and ₹300 a month respectively), six Subadars or Tahsildárs (on salaries varying from ₹100 to ₹150 a month), and two Munsifs (on salaries of ₹150 rising to ₹200 a month). Selections for these appointments are made according to qualifications, the Middle School Examination of the Madras Presidency having been recently prescribed as the minimum standard of educational qualification for admission. The system of special test examinations, as applied in the Madras Presidency, is adopted in Coorg.

APPENDIX L.

EXTRACT, PARAGRAPHS 104 TO 109, FROM A DESPATCH FROM THE COURT OF DIRECTORS TO THE GOVERNMENT OF INDIA, NO. 44, DATED 10TH DECEMBER 1834.

104. It is fitting that this important enactment should be understood in order that its full spirit and intention may be transfused through our whole system of administration.

105. You will observe that its object is not to ascertain qualification but to remove disqualification. It does not break down or derange the scheme of our Government as conducted principally through the instrumentality of our regular servants, civil and military. To do this would be to abolish or impair the rules which the Legislature has established for securing the fitness of the functionaries in whose hands the main duties of Indian administration are to be reposed; rules to which the present Act makes a material addition in the provisions relating to the College at Haileybury. But the meaning of the enactment we take to be that there shall be no governing caste in British India; that whatever other tests of qualification may be adopted, distinctions of race or religion shall not be of the number; that no subject of the King, whether of Indian, or British, or mixed descent, shall be excluded either from the posts usually conferred on our Uncovenanted servants in India, or from the Covenanted Service itself, provided he be otherwise eligible consistently with the rules and agreeably to the conditions observed and exacted in the one case and in the other.

106. In the application of this principle, that which will chiefly fall to your share will be the employment of Natives, whether of the whole or the mixed blood, in official situations. So far as respects the former class, we mean, Natives of the whole blood, it is hardly necessary to say that the purposes of the Legislature have, in a considerable degree, been anticipated. You will know and indeed have in some important respects carried into effect our desire that Natives should be admitted to places of trust as freely and extensively as a regard for the due discharge of the functions attached to such places will permit. Even judicial duties of magnitude and importance are now confided to their hands, partly, no doubt, from considerations of economy, but partly also on the principles of a liberal and comprehensive policy. Still a line of demarcation to some extent in favor of the Natives, to some extent in exclusion of them, has been maintained. Certain offices are appropriated to them, from certain others they are debarred; not because these latter belong to the Covenanted Service and the former do not belong to it, but professedly on the ground that the average amount of Native qualifications can be presumed only to arise to a certain limit. It is this line of demarcation which the present enactment obliterates, or rather for which it substitutes another, wholly irrespective of the distinction of races. Fitness is henceforth to be the criterion of eligibility.

107. To this altered rule it will be necessary that you should, both in your acts and your language, conform. Practically, perhaps, no very marked difference of results will be occasioned. The distinction between situations allotted to the Covenanted Service and all other situations of an official or public nature will remain generally as at present.

108. Into a more particular consideration of the effects that may result from the great principle which the Legislature has now for the first time recognized and established, we do not enter, because we would avoid disquisition of a speculative nature. But there is one practical lesson, which, often as we have on former occasions inculcated it on you, the present subject suggests to us once more to enforce. While, on the one hand, it may be anticipated that the range of public situations accessible to the Native and mixed races will gradually be enlarged, it is on the other hand to be recollected that as settlers from Europe find their way into the country, this class of persons will probably furnish candidates for those very situations to which the Natives and mixed race will have admittance. Men of European enterprize and education will appear in the field, and it is by the prospect of this event that we are led particularly to impress the lesson already alluded to on your attention. In every view it is important that the indigenous people of India, or those among them who, by their habits, character, or position, may be induced to aspire to office, should, as far as possible, be qualified to meet their European competitors. Hence, then, arises a powerful argument for the promotion of every design tending to the improvement of the Natives, whether by conferring on them the advantages of education, or by diffusing among them the treasures of science, knowledge, and moral culture. For these desirable results we are well aware that you, like ourselves, are anxious, and

we doubt not that, in order to impel you to increased exertion for the promotion of them, you will need no stimulant beyond a simple reference to the considerations we have here suggested.

109. While, however, we entertain these wishes and opinions, we must guard against the supposition that it is chiefly by holding out means and opportunities of official distinction that we expect our Government to benefit the millions subjected to their authority. We have repeatedly expressed to you a very different sentiment. Facilities of official advancement can little affect the bulk of the people under any Government, and perhaps least under a good Government. It is not by holding out incentives to official ambition, but by repressing crime, by securing and guarding property, by creating confidence, by ensuring to industry the fruit of its labor, by protecting men in the undisturbed enjoyment of their rights, and in the unfettered exercise of their faculties that Governments best minister to the public wealth and happiness. In effect, the free access to office is chiefly valuable when it is a part of general freedom.

APPENDIX M.

TABULAR STATEMENTS.

STATEMENT

Statement showing the principal classes of the community to which the students belong who have

1		MADRAS UNIVERSITY.										* BOMBAY					
	Year	1876-77.	1877-78.	1878-79.	1879-80.	1880-81.	1881-82.	1882-83.	1883-84.	1884-85.	1885-86.	1877.	1878.	1879.	1880.	1881.	1882.
(2) Number of persons who have passed the Entrance Examination.	Hindus	1,073	691	284	953	1,180	960	1,366	1,489	1,352	1,637	153	161	317	288	294	402
	Mahomedans	19	8	7	15	32	19	27	47	41	31	4	2	1	10	2	8
	Parsis	...	...	...	...	...	...	2	...	2	6	40	76	96	106	53	119
	Christians — Native Christians	85	63	43	80	88	92	151	144	144	156	9	9	11	14	10	8
	Christians — Europeans and Eurasians	73	45	22	46	71	60	88	59	64	65	10	13	11	10	26	30
	Others	...	...	...	...	...	...	...	...	...	...	1	...	...	1	3	5
	TOTAL	1,250	807	356	1,094	1,371	1,131	1,634	1,739	1,603	1,895	217	261	436	429	388	572
(3) Number of persons who have passed the First Arts Examination.	Hindus	110	172	151	248	133	381	237	450	321	412	47	43	48	143	69	115
	Mahomedans	1	1	...	2	5	6	4	5	2	5	1	1	...	2	2	3
	Parsis	...	...	...	...	...	...	...	...	...	1	9	13	8	32	33	34
	Christians — Native Christians	13	10	14	31	14	26	31	37	29	30	1	....	2	2	...	1
	Christians — Europeans and Eurasians	7	8	7	14	15	10	7	9	16	8	3	...	1	...	...	...
	Others	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	1
	TOTAL	131	191	172	295	167	423	279	501	368	456	61	57	59	179	105	154
(4) Number of persons who have taken the degree of Bachelor of Arts, and of Bachelor of Oriental Learning at the Punjab University.	Hindus	62	47	111	69	102	127	98	152	145	147	23	31	33	26	28	47
	Mahomedans	...	...	1	1	...	...	4	...	2	4	1	1	2	...	...	1
	Parsis	...	...	...	...	...	...	...	...	...	...	7	8	12	8	8	10
	Christians — Native Christians	6	3	22	11	10	14	11	4	18	11	...	2	...	...	...	...
	Christians — Europeans and Eurasians	2	2	6	4	1	3	6	3	4	1	...	...	...	...	...	1
	Others	...	...	...	...	...	...	...	...	...	...	...	...	2	1	...	3
	TOTAL	70	52	140	85	113	144	119	159	169	163	31	42	49	35	36	62
(5) Number of persons who have taken the degree of Master of Arts, and of Master of Oriental Learning at the Punjab University.	Hindus	3	...	1	2	4	4	1	2	6	5	...	1	2	1	3	3
	Mahomedans	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	Parsis	...	...	...	...	...	...	...	...	...	...	2	2	...	1	3	1
	Christians — Native Christians	...	...	1	...	...	1	1	...	2	2	...	...	...	...	...	1
	Christians — Europeans and Eurasians	...	...	...	...	1	...	...	...	1	1	...	...	...	...	...	...
	Others	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
	TOTAL	3	...	2	2	5	5	2	2	9	8	2	3	2	2	6	5

The figures under (3) for the First Arts Examination in the case of the Bombay University represent the number of persons who have passed both the previous Examination and the first B. A. Examination.

I.

passed certain University Examinations in India from the years 1876-77 to 1885-86 inclusive.

UNIVERSITY.				CALCUTTA UNIVERSITY.										PUNJAB UNIVERSITY.					REMARKS.
1883.	1884.	1885.	1886.	1876-77.	1877-78.	1878-79.	1879-80.	1880-81.	1881-82.	1882-83.	1883-84.	1884-85.	1885-86.	1882.	1883.	1884.	1885.	1886.	Year.
414	618	647	375	1,196	980	914	905	1,421	1,170	1,216	1,338	(b)	1,230	62	96	155	240	193	Hindus.
10	13	6	7	66	67	66	59	90	67	92	123	...	91	13	26	54	81	50	Mahomedans.
126	143	145	91	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	Parsis.
18	22	16	15	85	93	84	59	119	139	110	161	...	101	...	1	3	3	3	Christians. Native Christians.
24	42	19	31																Christians. Europeans and Eurasians.
7	2	4	8	8	26	34	46	30	33	40	63	...	41	...	...	...	...	...	Others.
599	840	837	527	1,355	1,166	1,098	1,069	1,660	1,409	1,458	1,685	...	1,463	75	123	212	324	247	Total.
171	180	167	213	284	217	233	280	356	323	406	600	(c) 289	388	10	19	29	27	57	Hindus.
3	1	4	6	10	11	12	19	16	19	15	29	16	19	3	2	5	4	15	Mahomedans.
39	46	59	60	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Parsis.
1	3	3	3	6	11	10	13	13	12	14	33	17	13	1	...	...	1	...	Christians. Native Christians.
2	2	1	1																Christians. Europeans and Eurasians.
3	1	2	...	33	13	12	8	13	10	2	36	10	17	...	...	...	...	...	Others.
219	233	236	283	333	252	267	320	398	364	437	698	332	437	14	21	34	32	72	Total.
48	61	51	49	118	53	81	92	146	99	178	189	(c) 114	268	1	5	9	14	13	Hindus.
1	1	...	3	7	3	...	4	4	1	6	15	3	8	1	2	3	1	4	Mahomedans.
14	17	12	19	...	...	...	...	...	...	...	..	...	...	...	...	...	...	...	Parsis.
...	...	...	2	4	5	3	5	1	1	3	8	2	10	...	...	...	1	...	Christians. Native Christians.
...	...	...	...											...	...	...	1	...	Christians. Europeans and Eurasians.
...	2	3	5	15	5	7	11	4	4	2	17	8	21	...	...	...	...	...	Others.
63	81	66	78	144	66	91	112	155	105	189	229	127	307	2	7	12	16	17	Total.
1	6	2	2	(a) 26	28	27	31	35	31	42	63	(b)	33	2	2	3	4	2	Hindus.
...	...	...	...	(a) 3	...	...	...	...	1	...	1	...	...	1	4	...	2	...	Mahomedans.
1	2	1	4	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Parsis.
...	...	...	...	1	...	1	1	2	...	1	...	...	1	...	...	...	1	...	Christians. Native Christians.
...	...	...	...											...	...	...	...	...	Christians. Europeans and Eurasians.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Others.
2	8	3	6	30	23	23	32	37	32	43	64	...	34	3	6	3	7	2	Total.

(a) For M. A. degree-holders, the University minutes do not show how many are Native Christians.
(b) Entrance and M. A. Examinations were not held in this year.
(c) Supplementary F. A. and B. A. Examinations.

STATEMENT II.

Statement showing the number of Brahmans and non-Brahmans who passed certain examinations of the Madras University from the years 1876-77 to 1885-86, inclusive.

	Number of Hindus who passed the Entrance Examination.		Number of Hindus who passed the First Arts Examination.		Number of Hindus who took the Degree of Bachelor of Arts.		Number of Hindus who took the Degree of Master of Arts.	
	Brahmans, including Shenvis.	Non-Brahmans.	Brahmans, including Shenvis.	Non-Brahmans.	Brahmans, including Shenvis.	Non-Brahmans.	Brahmans, including Shenvis.	Non-Brahmans.
1876-77 .	744	329	81	29	48	14	3	...
1877-78 .	497	194	129	43	36	11	...	...
1878-79 .	204	80	118	33	87	24	1	...
1879-80 .	704	249	196	52	47	22	...	2
1880-81 .	854	326	97	36	83	19	4	...
1881-82 .	670	290	295	86	98	29	2	2
1882-83 .	947	419	181	56	79	19	...	1
1883-84 .	1,077	412	352	98	120	32	2	...
1884-85 .	937	415	258	63	103	42	6	...
1885-86 .	1,184	453	321	91	117	30	5	...
Total .	7,818	3,167	2,028	587	818	242	23	5

STATEMENT III.

Statement showing the number of Successful Candidates at the Entrance, First Arts, B.A., and M.A. Examinations of the Indian Universities from 1864 to 1886.

YEARS.	MADRAS. (POPULATION—31,170,631).				BOMBAY. (POPULATION—16,454,414).				BENGAL. (POPULATION—69,536,861).				N.-W. P. AND OUDH. (POPULATION—44,107,869).				PUNJAB. (POPULATION—18,850,437).				CENTRAL PROVINCES. (POPULATION—9,838,791).				ASSAM. (POPULATION—4,881,426).			
	Number passed Entrance Examination.	Number passed First Arts Examination.	Number passed B.A. Examination.	Number passed M.A. Examination.	Number passed Entrance Examination.	Number passed First Arts Examination.	Number passed B.A. Examination.	Number passed M.A. Examination.	Number passed Entrance Examination.	Number passed First Arts Examination.	Number passed B.A. Examination.	Number passed M.A. Examination.	Number passed Entrance Examination.	Number passed First Arts Examination.	Number passed B.A. Examination.	Number passed M.A. Examination.	Number passed Entrance Examination.	Number passed First Arts Examination.	Number passed B.A. Examination.	Number passed M.A. Examination.	Number passed Entrance Examination.	Number passed First Arts Examination.	Number passed B.A. Examination.	Number passed M.A. Examination.	Number passed Entrance Examination.	Number passed First Arts Examination.	Number passed B.A. Examination.	Number passed M.A. Examination.
1864 .	223	50	11	...	109	16	8	2	626	145	28	3	23	5	3	...	31	...	...	...	2	...	...	...	...	...	...	...
1865 .	229	76	6	...	111	41	12	6	433	178	42	11	25	9	3	...	23	10	...	...	3	1	..	...	...	...	...	...
1866 .	306	116	13	...	93	21	25	3	561	120	75	15	41	7	2	...	22	4	...	...	...	...	...	...	...	...	...	...
1867 .	338	117	14	...	163	21	24	6	658	164	58	22	85	17	3	...	44	5	4	...	7	...	...	...	...	...	...	...
1868 .	324	154	40	...	250	40	7	4	734	173	92	15	96	17	2	...	38	4	1	...	6	...	...	...	...	...	...	...
1869 .	401	220	34	1	142	34	20	2	660	207	74	18	96	9	6	1	44	9	2	...	12	...	...	...	...	...	...	...
1870 .	424	96	34	5	142	44	13	2	866	185	90	22	154	30	5	3	51	15	1	...	21	1	...	...	...	...	...	...
1871 .	492	97	65	...	227	32	14	1	581	171	78	52	128	23	2	1	33	4	3	2	14	3	...	...	...	...	...	...
1872 .	611	76	29	1	378	24	22	5	737	184	110	20	134	21	8	1	22	10	8	1	29	3	...	...	...	...	...	...
1873 .	626	125	50	1	356	48	23	3	640	226	77	28	140	53	10	3	24	16	2	1	28	6	...	...	...	...	...	...
1874 .	784	183	55	1	262	74	30	2	702	144	79	16	152	31	9	1	42	11	2	1	38	5	...	...	13	...	...	...
1875 .	662	187	67	1	399	69	18	4	566	112	54	21	158	49	16	2	54	8	3	1	34	10	...	...	9	...	...	...
1876 .	1,250	131	70	1	189	29	40	2	1,005	274	115	23	207	34	25	7	62	13	5	1	39	16	...	...	19	...	...	...
1877 .	897	191	52	3	211	61	30	3	858	284	51	14	169	45	14	5	59	13	2	1	37	7	...	...	20	...	...	...
1878 .	356	172	140	2	256	57	42	3	755	208	71	22	201	36	18	5	51	11	2	1	40	9	...	...	15	...	...	...
1879 .	1,094	295	85	2	423	63	51	4	767	261	90	29	151	46	17	3	117	17	6	2	43	4	...	...	25	...	...	...
1880 .	1,371	167	113	5	382	177	36	4	1,184	320	126	30	270	48	22	7	139	18	11	...	60	17	...	...	34	...	...	...
1881 .	1,131	423	144	5	350	67	74	3	1,022	295	95	26	190	42	8	4	115	8	2	3	58	11	...	...	24	...	...	...
1882 .	1,634	279	120	2	524	79	115	6	949	370	167	36	282	51	28	7	171	24	7	6	48	11	...	...	28	...	...	...
1883 .	1,739	501	159	2	552	98	170	2	1,265	595 (b)	205 (b)	57	290	69	22	7	226	39	13	3	39	13	...	...	47	...	...	...
1884 .	1,603	368	169	9	840	235	87	9	(a)	290	112	(a)	(a)	29	11	...	330	31	16	7	...	4	10	...	...	...	...	...
1885 .	1,895	456	163	8	837	238	72	3	1,070	346	264	31	208	78	38	...	246	71	17	2	50	7	...	...	40	...	...	...
1886 .	2,165	570	525	3	527	289	81	8	*	*	*	*	238	91	51	2	36	2	25	...	70	21	1	4	39	...	...	...
TOTAL .	20,555	5,050	2,158	52	7,723	1,857	1,014	87	16,639	5,252	2,153	491	3,438	840	323	59	1,980	343	132	32	678	149	11	4	313	...	...	...

(a) No Entrance and M.A. Examinations were held in 1884. * Information not available. (b) Supplementary F.A. and B.A. Examinations.

STATEMENT IV.

Statement showing the number of Unsuccessful Candidates at the Entrance, First Arts, B.A., and M.A. Examinations of the Indian Universities from 1864 to 1886.

Years.	MADRAS. Unsuccessful Candidates at				BOMBAY. Unsuccessful Candidates at				BENGAL. Unsuccessful Candidates at				N.-W. P. AND OUDH. Unsuccessful Candidates at				PUNJAB. Unsuccessful Candidates at				CENTRAL PROVINCES. Unsuccessful Candidates at				ASSAM. Unsuccessful Candidates at			
	Entrance Examination.	First Arts Examination.	B.A. Examination.	M.A. Examination.	Entrance Examination.	First Arts and Previous Examination.	B.A. inclusive of First B.A. Examination.	M.A. Examination.	Entrance Examination.	First Arts Examination.	B.A. Examination.	M.A. Examination.	Entrance Examination.	First Arts Examination.	B.A. Examination.	M.A. Examination.	Entrance Examination.	First Arts Examination.	B.A. Examination.	M.A. Examination.	Entrance Examination.	First Arts Examination.	B.A. Examination.	M.A. Examination.	Entrance Examination.	First Arts Examination.	B.A. Examination.	M.A. Examination.
1864 .	342	117	18	...	132	6	7	...	655	164	31	5	...	4	...	...	12	...	...	...	2	...	...	...	...	...	...	...
1865 .	326	138	2	...	171	38	8	3	888	221	36	4	...	2	...	...	52	10	...	...	4	...	...	...	...	...	...	...
1866 .	589	134	5	...	347	38	34	3	586	273	41	3	54	3	1	2	59	13	...	...	4	...	...	...	...	...	...	...
1867 .	728	233	19	...	376	48	16	6	601	183	80	17	34	7	4	1	29	6	3	...	2	...	...	...	...	...	...	...
1868 .	996	289	13	...	390	45	26	8	728	204	104	10	50	14	...	1	40	7	...	...	...	...	...	...	...	...	...	...
1869 .	799	311	25	...	197	71	32	5	776	255	97	8	60	26	3	1	54	9	1	...	...	1	...	...	...	...	...	...
1870 .	934	172	31	...	759	92	48	2	700	274	108	6	78	22	2	...	23	5	3	...	5	5	...	...	...	...	...	...
1871 .	927	108	66	...	649	102	44	4	922	263	123	4	129	22	1	1	48	17	5	...	13	1	...	...	...	...	...	...
1872 .	919	164	54	...	531	75	34	1	980	279	97	20	144	39	13	...	32	16	6	...	36	5	...	...	...	...	...	...
1873 .	1,087	160	38	...	669	98	39	5	1,459	192	103	23	141	29	10	2	47	6	3	...	28	3	...	...	...	...	...	...
1874 .	1,127	159	30	...	853	139	39	7	1,015	273	104	16	169	54	15	2	47	3	3	2	21	4	...	...	16	...	...	...
1875 .	1,458	209	38	...	785	124	70	2	1,253	333	175	12	152	41	20	2	49	7	8	...	16	2	...	...	32	...	...	...
1876 .	1,219	287	59	...	879	147	52	2	844	348	127	17	128	53	8	...	38	5	4	...	12	1	...	...	14	...	...	...
1877 .	1,634	316	98	...	804	89	57	3	1,200	429	112	12	205	41	27	9	43	7	2	...	34	13	...	...	25	...	...	...
1878 .	2,241	491	91	2	649	76	51	4	1,178	551	191	20	184	54	19	...	37	11	4	...	24	6	...	...	44	...	...	...
1879 .	2,215	287	90	5	629	85	46	2	1,229	603	172	19	229	46	24	1	152	11	9	...	39	9	...	...	28	...	...	...
1880 .	2,148	311	82	4	696	223	66	3	847	520	169	18	155	43	19	1	128	18	13	...	43	5	...	...	12	...	...	...
1881 .	2,594	310	117	4	941	196	148	5	1,078	538	214	42	252	40	30	3	197	2	2	...	44	7	...	...	26	...	...	...
1882 .	3,000	504	101	3	994	143	76	8	1,207	748	241	38	242	76	34	1	281	31	15	2	47	12	...	...	37	...	...	...
1883 .	3,551	609	175	6	1,137	174	84	5	1,095	685	236	19	289	75	31	3	330	47	18	4	95	16	...	...	44	...	...	...
1884 .	3,612	643	185	4	1,196	297	30	4	...	297	106	...	...	...	...	...	411	52	10	...	...	...	...	...	...	...	...	...
1885 .	3,910	898	311	6	1,425	497	23	7	1,910	394	109	17	515	48	9	...	505	92	20	3	151	18	...	...	71	...	...	...
1886 .	4,213	1,006	294	3	1,925	554	44	33	*	*	*	*	481	73	33	6	56	4	42	5	120	13	5	...	60	...	...	...
Total .	40,569	7,856	1,942	37	17,134	3,357	1,074	92	21,151	8,027	2,776	330	3,691	812	303	36	2,670	379	171	16	740	121	5	...	409	...	...	...

* Information not available.

APPENDIX N.

*SCHEDULE OF THE STATUTE 24 AND 25 VIC., CAP. 54, AS REVISED BY THE COMMISSION AND RECOMMENDED FOR ADOPTION [*paragraph 77 of Report*].

(1) Secretaries and Junior Secretaries to the several Governments in India, except Secretaries and Junior Secretaries in the Military, Marine, and Public Works Departments.

(2) Comptroller and Auditor General.

(3) Commissioners of Customs, Salt, and Opium.

(4) Opium Agents.

Judicial.

(5) Judicial Commissioners.

(6) Two-thirds of District and Sessions Judges or Chief Judicial Officers of Districts in the Presidencies of Madras and Bombay, in the Province of Bengal, and in the North-Western Provinces and Oudh; and two-thirds of Joint and Assistant Judges in the Bombay Presidency.

(7) One-half of Divisional Judges and one-half of District Judges in the Punjab who hold no executive office, and one District and Sessions Judge in Assam.

(8) Nine-tenths of Magistrates or Chief Magisterial Officers of Districts; and in the Punjab and Assam, nine-tenths of such officers aforesaid as do not hold Commissions in the Army.

(9) Five-sixths of Joint Magistrates.

(10) Five-sixths of Assistant Magistrates and Assistant Commissioners; and in the Punjab and Assam, five-sixths of such officers aforesaid as do not hold Commissions in the Army.

Revenue.

(11) Members of Boards of Revenue, except one Member in the Presidency of Madras, in the Province of Bengal, and in the North-Western Provinces and Oudh; and one Secretary to each of the said Boards.

(12) Commissioners of Revenue or Chief Revenue Officers of Divisions in Bombay and Assam; and in other Provinces all such Officers except one in each Province.

(13) Nine-tenths of Collectors of Revenue or Chief Revenue Officers of Districts; and in the Punjab and Assam, nine-tenths of such Officers aforesaid as do not hold Commissions in the Army.

(14) Five-sixths of Deputy or Subordinate Collectors where combined with the Office of Joint Magistrate.

(15) Five-sixths of Assistant Collectors, Assistants to Collectors, and Assistant Commissioners; and in the Punjab and Assam, five-sixths of such Officers aforesaid as do not hold Commissions in the Army.

Note.—When the fractions one-half, two-thirds, five-sixths or nine-tenths, as the case may be, leave a remainder, such remainder may be disregarded or may be reckoned as one appointment more, as the appointing authority finds convenient.

* As Burma is excluded from the scope of the enquiries of the Commission, it will be necessary to make provision in the Schedule for that Province if the recommendations of the Commission in respect to other Provinces are applied to Burma.

APPENDIX O.

Note.—The Salaries given in this Appendix are in all cases monthly Salaries, except where otherwise stated.

Appendix O. 1.

ACCOUNTS DEPARTMENT.

India.

India. Accounts.

A general Department of Account under the Government of India was established by Lord Canning's Government, with the sanction of the Court of Directors, in December 1857 in substitution for the system of separate Account offices for each Presidency. The qualifications specially needed in the officers of the Department were stated to be, in addition to the ordinary acquirements of proficiency in book-keeping and the science of account, a knowledge of political economy in its application to this country and a practical acquaintance with the habits of the people and the working of the Revenue system of the country. Junior Civil Servants of not less than five years' standing were admissible on passing an examination in book-keeping, the working of the Revenue systems of their Presidencies, and the management of District Treasuries, and on being favorably reported on as regards aptitude for business by the Local Governments under which they might be employed. Once the Department was entered, officers were expected to remain in it for all their service, and were liable to transfer from Presidency to Presidency at intervals of not less than two years. Promotions were to be made with due regard to seniority and merit.

It was considered that it would be impossible to secure the services of fitting men from the Covenanted Civil Service unless some more than ordinary inducements were held out to them in the way of salary, and that the salary of no Covenanted officer should be less than ₹1,000.

The following figures show the scale of salaries then adopted with that previously in force :—

	Salaries previously in force.	Salaries adopted in 1858.	
	₹	₹	
Accountant General to the Government of India	3,500	3,500	
Ditto ditto Bombay	3,333	3,000	
Ditto ditto Madras	3,000	3,000	
Sub-Treasurer, Fort William	3,000	3,000	
Accountant to the Government of the North-Western Provinces	3,000	2,500	
Accountant to the Government of Bengal	3,000	2,500	
Civil Auditor for India and Bengal	2,500	2,500	
Sub-Treasurer at Madras	2,000	2,000	
Ditto Bombay	2,500	2,000	
Civil Auditor at Madras draws a consolidated salary of ₹26,000 per annum as Civil Auditor and Superintendent of Stamps.	2,166	2,000	
Civil Auditor at Bombay	2,000	2,000	
Accountant in the Punjab (Uncovenanted)	700	1,500	Covenanted.
Civil Auditor in the North-Western Provinces	1,500	1,500	
1st Assistant Accountant General to the Government of India	1,500	1,500	
Civil Auditor in the Punjab (Uncovenanted)	700	1,200	Covenanted.
1st Assistant Accountant General at Madras	1,250	1,200	
1st ditto at Bombay	1,250	1,200	
2nd ditto to the Government of India	1,000	1,000	
2nd ditto at Bombay (Covenanted)	850	800	Uncovenanted.
2nd ditto at Madras (ditto)	850	800	Ditto.
3rd ditto to the Government of India (Uncovenanted).	800	800	Ditto.
Assistant Sub-Treasurer, Fort William (Uncovenanted)	700	700	Ditto.
Assistant Civil Auditor, ditto (ditto)	700	700	Ditto.
Ditto, Bombay (ditto)	700	Abolished.	
* 3rd Assistant Accountant General, Madras	700	Ditto.	
* Assistant to Accountant, North-Western Provinces	200	Ditto.	
Total	43,399	40,900	
Deduct scale adopted	40,900		
Monthly saving	2,499		

* *Vide* Financial Resolution, dated 26th March 1858.

In this list there are an—

Accountant General to the Government of India,
Accountant General to the Government of Madras,
Accountant General to the Government of Bombay,

and an—

Accountant to the Government of Bengal,
Accountant to the Government of the North-Western Provinces,
Accountant to the Government of the Punjab,

and also Civil Auditors at the three Presidencies and in the North-Western Provinces and the Punjab.

In consequence of a recommendation of the Budget Committee of 1860-61, the Government of India, in a Resolution of 6th January 1861, observed that confusion would be avoided if the local Accountants retained their designations, together with the new title of Deputy Auditor, and accordingly directed that those officers should be styled Deputy Auditors and Accountants General.

In 1861 an Act of Parliament, 24 and 25 Vic., Cap. 54, was passed whereby certain specified offices, and all such offices which might thereafter be created, were reserved to the Covenanted Civil Servants of the Crown in India. Among these offices were specified those of Accountant General, Civil Auditor, and Sub-Treasurer. Appointments might be made to reserved offices under special circumstances from other services under certain limitations and qualifications, which need not now be referred to. This power has been exercised in the case of one officer of the Finance Department, as will be explained further on.

In 1862 modifications were made in the organization of the Department. Until a recent period returns and estimates of Indian Finance had been notoriously untrustworthy; and although it was believed that the recurrence of mistakes of magnitude was impossible, yet it was considered that the maintenance of the results attained in the Accounts Department was endangered by the difficulty of obtaining officers of the Covenanted Civil Service who were willing to abandon the regular line of service for the Financial Department, and of retaining those already in the Department without such frequent changes as necessarily greatly impair the efficiency of their offices; and the introduction of a new system of Audit Account and Budget Estimates made these considerations of special importance. The foundation of that system was stated to be that estimates of all receipts and expenditure should be framed with such care as to enable the Government of India to hold all disbursing authorities responsible for their observance; that accounts of all receipts and expenditure should be kept on a uniform system, so accurately and promptly as to enable the Government at any moment to know its real position and to check unauthorised outlay; and, finally, that the Financial Department proper or the Treasury should exercise a constant control and supervision over all estimates and expenditure. It was pointed out that in the Financial Department proper, corresponding to the English Treasury, there were only two situations below the Financial Secretary on salaries which admitted of their being held by Europeans; whereas in the English Treasury there were below the Secretary a permanent Assistant Secretary and five divisions, each presided over by a principal clerk, invariably a gentleman of great ability and experience, with a staff of four or five established clerks under him, recruited commonly from gentlemen of University education, liberally paid, and rising according to merit and seniority to the highest posts.

It was therefore considered necessary in reorganizing the Department to proceed upon the principle that all distinction between Covenanted and Uncovenanted Services should be set aside, except for a few of the very highest offices such as that of Financial Secretary, and that the salaries and constitution of the Department should be regulated with a sole view to efficiency, without distinction of service, profession, race, or religion.

The Financial Secretary was to be the head of the Financial Department, which was to include the Departments of Account and Audit. The Auditor and Accountant General of the Government of India was to be the head of those Departments, charged with the duty of bringing the accounts of the Empire together, and the Government was to look to him as responsible for the correct performance of the mechanical duties of Account and Audit as distinguished from administrative matters coming within the province of the Financial Secretary. The three Sub-Treasurerships were abolished as superfluous under an arrangement by which the custody of the cash, and the duty of making cash disbursements in the Presidency towns, were made over to the Presidency Banks. Excluding the two superior offices, the other employés were graded into two main divisions—

(1) Clerks doing routine and mechanical work.

(2) Assistants either doing, or in training for, the more important and responsible work.

India.
—
Accounts.

The latter were to form one service, divided into four classes—

Class I—Salary of ₹1,500 rising by an increase of ₹100 after each year of service in the class to ₹2,000;

Class II—Salary of ₹1,000 rising similarly by annual increments of ₹75 to ₹1,500.

Class III—Salary of ₹700 rising to ₹1,000 by an increase of ₹50 after each year of service; and

Class IV—Salary of ₹400 rising by annual increments of ₹30 to ₹700.

The different offices in the Department were divided among these classes. The Deputy Auditors and Accountants General and the Civil Paymasters who had taken the place of Civil Auditors, consequent on the introduction of the post audit system of the three Presidencies and the North-Western Provinces, were assigned to the 1st, and of the Punjab and smaller Governments to the 2nd class. In addition to these classes, there was to be a class of apprentices on salaries not exceeding ₹250 of youths taken on trial, from which the established classes were to be principally recruited as vacancies occurred.

It was distinctly laid down that Government always retained the power of selecting men of higher standing and experience, and placing them at once in any of the higher classes when the public service required. Once placed in a class, they would rise as if they had entered at the bottom; but, as a general rule, after an adequate supply of young men had been trained in the lower grades, promotion was to take place according to merit and seniority.

The classes under the new organization, when fully carried out, were to contain five men in the 1st, eight in the 2nd, and nineteen in the 3rd class.

The office of Under-Secretary was to be retained on the footing of a Personal Assistant to the Financial Secretary outside the regular establishment.

In 1865, consequent on the amalgamation of the offices of Deputy Auditor and Accountant General and Civil Paymaster, and in lieu of them, there were established for Madras, for Bombay, for Bengal, for the North-Western Provinces, and for the Punjab an Accountant General and a Deputy Accountant General, and an Accountant General without a Deputy was retained for British Burma. A Deputy Accountant General, previously established for the Central Provinces and for the Hyderabad Assigned Districts, was to continue. Alterations were made in the numbers and pay of the classes. The 2nd class was to be reduced in number from 8 to 7. The pay of the 3rd class was to begin at ₹800 instead of ₹700, and was to contain only 5 officers. A 4th class was constituted on pay rising from ₹600 to ₹800 by an annual increment of ₹50, and was to contain 11 officers; and a 5th, rising similarly from ₹400 to ₹600, was to contain 24 officers.

In 1871, for the first time, a system was introduced of making appointments to the lowest class of the Department by a competitive examination among nominated candidates, three candidates being named for each vacancy. Previous to that time appointments had apparently been made by nomination, pure and simple, of outsiders or by promotions from the clerical grades. A limited supply of recruits had been also sent out from England. Departmental examinations were established by the same Resolution, failure to pass which within specified periods involved the removal of an officer from the Department. In the Resolution (dated 18th December 1871) which laid down the rules for examinations, it was stated that nothing in it was to be understood as limiting the powers which Government had throughout specially retained of appointing gentlemen not in the Department to any office in any class of the Department when the interest of the public service might require it: "The Government," it was added, "will always appoint an officer belonging to the Department to a vacancy, if there is such an officer of sufficient standing and experience and qualified for the office in every respect. But it must be emphatically understood that the officers in the classified list have no monopoly of the departmental service other than that which the opportunities of their position, diligently improved, may secure to them. The first consideration, when a vacancy occurs in the Department, will always be the efficiency of the public service; and no claim on the part of the officers of the Department will ever be allowed to stand in the way of the enlistment in the higher offices of the Department, of officers of the Covenanted Civil Service, or even of gentlemen not in the service of Government at all, whenever it is thought that the public interests require or will be promoted by such enlistment."

In 1876 a question arose on the memorials of certain Enrolled officers respecting the appointment to the Department of an officer of the Covenanted Civil Service on higher salary than would have been allowed by the departmental scale; and a Resolution on the subject, dated 12th April 1876, concluded with the following paragraph: "In order to make the future policy of the Government in this respect clear and obviate misunderstandings, His Excellency in Council deems it proper to declare that the Government of India must hold itself

free, not only to appoint to any office in the Finance Department any one not an Enrolled officer of the Department whose appointment is considered necessary in the public interest, but also to offer to the person selected for such appointment such remuneration as may be required in order to secure his services. The Government will not use this liberty without sufficient cause or without careful regard to the claims and interests of the Enrolled officers of the Department; but the Government cannot allow them to challenge the exercise of its discretion."

On the 14th of April of the same year the Government of India sent a Despatch to the Secretary of State pointing out that although there might be some doubt whether the Act 24 and 25 Vic., Cap. 54, was designed to reserve for the Covenanted Civil Service the office of Accountant General as then constituted, or whether it was intended to reserve only the office now known as Comptroller General, yet that, until the doubt was cleared up, it did not feel at liberty to appoint an officer not in the Covenanted Civil Service to any of the five Accountant Generalships of Madras, Bombay, Bengal, North-Western Provinces, and the Punjab otherwise than by the special procedure provided by the Statute. This difficulty, it was added, appeared to have been overlooked by Lord Elgin's Government, when the office of Accountant General was, under the title of Deputy Auditor and Accountant General, thrown open to the officers of the Department then constituted, whether Covenanted or Uncovenanted; and as on the retirement of the Covenanted officers then in the Department it would become necessary to appoint to the office of Accountant General Uncovenanted officers who would alone possess the necessary training, the Government of India recommended the omission of these offices from the Schedule of a Government of India Bill at that time under consideration. It did not advise the insertion of the office of Comptroller General, as it appeared undesirable that the Government should be in any way fettered in its choice of the person it might consider best qualified for that office, whether in the Covenanted Civil Service or not.

In September of the same year the Government of India forwarded to the Secretary of State certain memorials of members of the Bengal Covenanted Civil Service, setting forth an alleged statutory claim to the offices of Accountant General, Civil Auditor, and Sub-Treasurer.

Reiterating its view of the law given in the Despatch quoted in the previous paragraph, the Government wrote that it entertained no serious doubt that it was the intention of the Statute that the chief offices in the Department should ordinarily be filled by officers of the Covenanted Civil Service, and that the constitution of the Department in 1862 did contravene this intention, but that it was accompanied by a large reduction in the emoluments of the offices of the preferential claim to which the Covenanted Civil Service had been deprived. Only one Covenanted officer had been admitted to the Department since 1862, and the Government felt obliged to promise him the emoluments enjoyed by Covenanted officers it already had in the Department. The Government felt unable to suggest any method of retracing the step taken in 1862 without a considerable increase to the cost of the Department, and a manifest breach of faith to those officers admitted to the Department under the Resolution of 1862 and the various later orders. It did not consider it necessary to reserve any of the offices permanently for the Civil Service, because it considered that they might be filled more economically and with equal, or at least with sufficient, efficiency by a separate organization such as now exists, and it adhered to the request that the office of Accountant General might be omitted from the Schedule of offices reserved for the Covenanted Civil Service in a Bill which was understood to be under the consideration of the Secretary of State.

These views did not commend themselves to the Secretary of State, who, after reviewing the constitution of the Department, wrote as follows: "There is obviously at present no certainty that when a vacancy in the higher Financial offices occurs, it can be adequately filled from the officers of the Department; and an instance to the contrary occurred in the year 1873, when a Covenanted Civil Servant was appointed to the 2nd class without going through either of the lower classes, receiving at once the maximum salary of the 2nd class." He pointed out that the administrative business of Finance was of a different nature, and required very different qualifications from the duties of accounting. An efficient Financial officer must have a thorough knowledge of accounts as well, but there was much of this work of keeping accounts that might well be performed by officers and clerks who would not be likely to become efficient financiers. If this distinction be borne in mind, the Secretary of State thought that an arrangement might be made under which members of the Covenanted Civil Service should be employed in the Department in a manner that should secure the provision of recruits for the higher Financial posts wholly from that service possessed of the requisite technical knowledge of accounts; while the less important, but more special, duties of the Account branch might be supplied by the Uncovenanted Service, many of whom should be Natives of India. Young Civilians admitted to the Department should have previously acquired a competent knowledge of the general administrative business of the country, and have satisfied the Government of their fitness for Financial

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work. The object of securing a succession of thoroughly trained officers was, in the opinion of the Secretary of State, of such paramount importance that he would be prepared to sanction any reasonable additional charge considered necessary for this purpose; and in the proposed arrangement due regard was to be paid to the first claims of those officers who had already entered the Department; but fresh nominations were to be made subject to future changes.

Discussions of these proposals lasted over several years, which ended in a Resolution of the Government of India of the 4th of November 1880, constituting the Department on its present basis, and giving the reasons for the changes made. Experience, it was stated, had shown that the work of the Department could not be done with less than 46 officers; but it was considered that efficiency would be promoted, and that there would be some saving of expense by the substitution of eleven superior Ministerial officers, of whom seven would be entitled Chief Clerks, for eleven of the Enrolled officers. The appointment of a Chief Clerk was to be gazetted, and he might sign letters or discharge any other duties assigned to him by the head of the office. It was finally decided to remove from the list of Enrolled officers the five Accountant Generalships for Madras, Bombay, Bengal, the North-Western Provinces and Oudh, and the Punjab, which five offices were henceforth to be treated as reserved by Statute to be filled ordinarily by members of the Covenanted Civil Service. As a general rule, no one, not a Covenanted Civil Servant, was to be admitted without the sanction of the Secretary of State to the Enrolled list otherwise than as a probationer after passing an examination; but the Government of India reserved to itself a free discretion to appoint any person to be an Enrolled officer whom it might deem it to be for the interest of the public service so to appoint. The number of Enrolled officers was fixed at thirty with eight probationers. In order that there might be a supply of officers qualified by practical experience to succeed to the office of Accountant General, at least 3 of the 31 Enrolled officers actually present on duty were to be as a rule Covenanted Civilians, *viz.*, one in the 2nd, one in the 3rd, and one in the 4th class; and vacancies caused by the transfer or promotion of such officers were to be filled by Covenanted Civilians. It was not intended that such officers should pass their whole life in the Department. These officers and the Under-Secretary, Financial Department, were to be considered to have had a training qualifying them to succeed to vacancies in the seven higher offices—that is, Financial Secretary, Comptroller General, and five Accountants General. It was stated that the Government of India would at any time make such changes as it might think expedient in the organization then announced, and that the Resolution was not to be regarded in any sense as a legal or moral contract which the Government was not at liberty to vary without the consent of the officers of the Department. The title of the Comptroller was substituted for that of "Deputy Accountant General in independent charge" to designate the Chief Civil Account officer in the minor Administrations. In 1883, in consequence of the establishment of a system of appropriation audit, the appointment of two additional Deputy Comptrollers General, and a corresponding increase in the number of officers in the 1st class, were sanctioned. The number of Chief Clerks has since 1880 been increased to twelve, mainly by the transfer to that grade of some of the senior appointments in the various offices.

Organization of the Department in March 1887.

Excluding the Financial Secretary and Under-Secretary to the Government of India, the total number of officers holding superior appointments on salaries of R400 and upwards is 47. At the head of these is the Comptroller General, salary R3,500. Then come five Accountants General, divided into three classes, with salaries of R2,250, R2,500, and R2,750. Two of them, those on duty at Calcutta and Bombay, receive besides a local allowance of R250.

Below the Accountant General are the Enrolled officers, 38 in number (of whom 5 are said to be supernumeraries), and 4 probationers, divided into six classes, with the following scale of pay:—

	Officers.	R		R
1st Class	4	1,750	rising to	2,000
2nd „	5	1,250	„	1,500
3rd „	6	1,000	„	1,250
4th „	8	800	„	1,000
5th „	6	600	„	800
6th „	9	400	„	600
Probationers	4	200	„	300

The Comptroller General and all the Accountants General are non-domiciled Europeans, and all belong to the Covenanted Civil Service, except one Accountant General, who was appointed to the office by the special procedure prescribed by Section 3 of the Statute 24 and 25 Vic., Cap. 54. In the different classes of Enrolled officers, there are 23 Europeans not domiciled in India, of whom 4 are Covenanted Civilians, 8 Europeans so domiciled, 3 Eura-

sians, 2 Hindus, 1 Burman, and 1 Parsi. Of the probationers, 2 are non-domiciled Europeans and 2 are Hindus. One consequence of the reduction in 1880 of the scale of Enrolled officers to 30 was that the numbers in excess of the scale already on the list were treated as supernumeraries, and had to be absorbed as vacancies occurred. This prevented recruitment for the Enrolled grades for a considerable period; otherwise the number of Natives of unmixed descent would, under the rules for recruitment, be larger than it is. The four Natives on the list were appointed direct to the Department, being carefully chosen either for academical distinction or other special qualifications.

Admission to the grade of Enrolled Officers.

Covenanted officers are selected by the Government of India. All others are nominated, and must pass a competitive examination, at which there must not be less than three nominees for each vacancy. The candidate, when examined, must not be over 25 years of age, and must produce a medical certificate of physical fitness for service in the plains. At every third examination the nominees are to be Natives of India of unmixed descent. The subjects of examination are—

Writing and Composition.
Arithmetic.
Algebra to Quadratic Equations inclusive.
Latin, Greek, Sanskrit, French, German, or Persian.
English History and Literature and Indian History.
Chemistry.
Geography—Asia, especially India, and Europe.

No candidate is considered to have passed who obtains less than 600 marks in all out of a total of 1,250, or less than half marks in Arithmetic and Algebra; and no candidate is allowed to compete at the Entrance examinations more than twice. Successful candidates are appointed as probationers on a salary of R200. On passing the lower departmental examination, they receive R250, and on passing the higher departmental examination R300. They are promoted from the probationer grade to the Enrolled list as vacancies occur, and rise in that list by seniority and merit. Below the Enrolled list come the superior officers of the subordinate Accounts Service, styled Chief Superintendents, divided into five grades, on pay rising from R400 to a maximum of R800. There are twelve of these officers on the establishment at present, of whom 3 are Europeans not domiciled in India, 1 is a domiciled European, 5 are Eurasians, and 3 are Hindus. The Chief Superintendents are for the most part officers selected from the subordinate staff for exceptional qualifications. Their duties and pay are much the same as those of the lower grades in the Enrolled list. The Government does not confine its selection of Chief Superintendents to the subordinate Accounts Department; but as a fact only one has been appointed for six year swho did not serve for some time in that branch.

The subordinate Accounts Service consists of all employés below Chief Superintendents receiving a salary of R30 and upwards. It was established because, under the old system which allowed men to rise from the lowest paid clerical appointments, it was found that there was a danger of responsible offices being filled in course of seniority by men who had outlived their energy. The establishment of the separate service secures a higher stamp of men than could otherwise be obtained for the lower appointments. They are not all on one graded list, but belong each to one office list, and are on that office list for promotion. Each Accountant General selects his own men, subject to the assent of the Comptroller General to each nomination. The appointments are made locally, and the men appointed are not ordinarily liable to transfer. The nationalities of officers holding appointments carrying salaries ranging from R100 to R400 are as follows*:—

Non-domiciled Europeans	6
Domiciled Europeans	14
Eurasians	40
Hindus	89
Mahomedans	1
Other Natives of India	3

Abstract of evidence respecting the existing organization of the Department, its technical requirements, and the results of local experience as to the comparative value of the services rendered by persons of various classes now employed in it.

Mr. J. Westland, Comptroller General, acting Financial Secretary to the Government of India, entered the Civil Service in 1862, and was engaged in district work, during which he

* See Statement on page 23 of the Accounts Department Volume, which relates to non-gazetted appointments only.

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held charge of a district for two years till 1870. Subsequently he filled various offices in the Accounts Department, and was appointed Comptroller General in 1880. He has since acted on different occasions as Financial Secretary; has given evidence before a Parliamentary Committee on Indian Finance, and held temporary charge of the accounts of Egypt. In giving evidence respecting the organization of the Department in 1862 already described, Mr. Westland pointed out the following considerations bearing on the employment of Covenanted Civilians in the Department.

The system of 1862 contemplated little more than a Clerical Accounts Establishment, and, as a matter of fact, the Department was largely recruited under it from men who had been in the clerical grades, some of whom were unfit for any higher class of work. At the time of its constitution and for some years afterwards, the Covenanted Civilians in the Department continued to fill the highest offices on the old scale of pay, and the new organization was to take effect only as these men passed out by seniority. The salaries attached to the offices under the scale of 1862 were not sufficient to induce Covenanted Civilians to join the Department, and had it remained unaltered the Department would have consisted entirely of Uncovenanted officers. In 1873 the question of introducing Covenanted Civilians into the Department arose in consequence of the commencing retirements of Covenanted officers who had been in it before 1862. In the interval a reformed system of accounts had been introduced, and the functions of the Accounts Department had become very much more important by reason of the introduction of the Provincial Services scheme, and by reason of the general expansion of the administrative business of the Government of India. Under the new system it became necessary for the Accounts Department to undertake the general business of Finance; and the Accountants General became the Financial advisers of the Local Governments, who had separate Accounts and a separate Financial administration in a sense that was not in any way applicable to the system of administration prevailing in 1862. The Department became part and parcel of the ordinary administration instead of a merely clerical department outside it. For this work the men in the Department were considered for the most part unfit; the older ones because their capacity was little more than clerical, and the younger ones because they were not yet qualified by standing and experience for responsible posts. Covenanted Civilians were accordingly introduced into the Department for these reasons.

The remainder of Mr. Westland's evidence on the point is a recital of the facts already given in the sketch of the organization of the Department. His personal opinion, based on his experience as Accountant General and Comptroller General, is that the higher offices in the Department ought, as a rule, to be reserved for Covenanted Civilians, exceptions being made in favor of one or two men of conspicuous merit among the Enrolled officers, who, however, if admitted, should be looked upon by the other branches of the administration as persons whose personal fitness and not merely seniority of standing had entitled them to a position which has the prestige of being a reserved appointment. His reasons for this opinion are—

(1) The Accounts Department should not be on an inferior footing to other branches of the administration whose principal offices are filled by Covenanted Civilians; and this is essentially necessary in consequence of the perpetual close relations which the Accountant General as one of its Financial advisers holds with the Government, and his constant communications with heads of Departments and high officers of Government generally.

(2) An intimate knowledge of the executive administration of the country and a personal experience of one's own relation to it are highly important qualifications in an Accountant General. Mr. Westland considers 8 or 10 years of actual district work to be of much more value as a training for any responsible administrative office than a whole life-time spent in looking at it from an outside point of view, which is alone available to a subordinate in an Accounts office.

(3) The exercise of the large patronage attached to the office of Accountant General will command greater confidence if in the hands of an officer belonging to a distinct and independent service.

(4) The close and intimate relations with the mercantile and banking public necessary in many of the higher offices are greatly smoothed over by the fact of the officers who hold them being known to belong to the Covenanted Civil Service. This Mr. Westland has found to be the case from his personal experience.

(5) Local Governments prefer to deal with an officer who belongs to the same service as their own officials to dealing with a man who, during the whole of his service, has been an outsider, so far as the local Administration is concerned.

The witness is of opinion that a certain number of appointments in the Enrolled grades

should be reserved to train Civilians for the higher appointments, and because that training would be found useful in other branches of the administration under Local Governments. It is not necessary that men should be kept in the Accounts branch until an Accountant Generalship falls vacant. They could be recalled from the general line, if necessary, when an occasion arises for their service and experience in the Department. He thinks that the Government will obtain better Accountants General if it has the pick of half-a-dozen men who have passed through this course back into the regular line than if, by keeping on the men it happens to get, it finally, after a long term, employs them as Accountants General. He would not keep men in the higher appointments of the Enrolled list unless they were of such a standing that they would ordinarily be acting as Accountant General and revert only for short periods, for which it would not be worth while to send them back. He doubts if by that sort of service the training wanted is obtained; and as that training is the sole object of bringing men into the Enrolled list, the appointments should not be taken away from the Uncovenanted members when this is not necessary for the training.

Mr. Westland disapproves of the present system of recruitment for the Enrolled grade. It is a system of nomination without the responsibilities of nomination, and under it it is a mere chance whether a good or a bad man is obtained. It does not give men who can be regarded as in any way selected. For Europeans trained in Europe, he would recommend recruitment, as in other technical Departments, through the Secretary of State, as far better men could be thus obtained than by nomination in India. For Anglo-Indians, Eurasians, and Natives proper some process analogous to selection from the Chief Superintendents might be tried. The total strength of the Enrolled list might be reduced to 34. To some of the offices assigned to it, it would be necessary to appoint Europeans as in the Currency office and Pay offices at Bombay and Calcutta, on account of the inevitable dealings in the former with bankers and men of business, and in the latter with the constant flow of officers who come to have their papers made up and their allowances set forth. A Native will not bear the personal responsibility of going out of routine, and will be apt to break down when urgent work must be done. One Native did very well in such employment; but he was altogether an exceptional man, and no system of recruitment would bring half-a-dozen Natives equal to him into the Department. A Native is not equal to a man bred and trained in European ways in the work of organization and management of a large office. A Native Superintendent can rarely get over the fact that he belongs rather to the side of the clerks than of the masters. You cannot trust him to the same extent to work his clerks, and the work is not so efficiently turned out as under a European. These remarks are subject to exceptions. The witness has known Native Superintendents whom he could trust as absolutely as he could trust a European; but on the average Europeans are better Superintendents. They are much more ready to bear personal responsibility; they are more widely separated from the class of men whom it is their duty to look after; and they feel themselves free from any fear of unpleasantness if they apply pressure to their subordinates. Some of the 34 appointments might be filled by Natives, but not one-third or anything approaching one-third could be so filled with any advantage to the public service. Banks, whose work is most analogous to that of the Department, find it best to recruit for their principal offices from the European element, and the average of competence being higher in that class than in Natives, there is less risk of failure in recruiting from them, if the methods of selection do not render it possible to pick out competent Natives. Of the four Natives in the Enrolled list, one is from bad health or other reasons useless. He is a Master of Arts, and did not get in by competition; another of the four is capable of doing anything as well as a European—a man whom the witness would have no objection to put into one of the appointments for which he considers a European necessary. He has a high opinion of Native Masters of Arts as a rule, and has given Superintendentships to two or three of them after a very short probation, and has certainly thereby added to the strength of his office. Besides Superintendents, Mr. Westland would like occasionally to bring in some Native Treasury Deputy Collectors. As a class, they are very excellent men, and have had an opportunity in their ordinary service of showing their fitness for the kind of work which the Department has to give them. They would be admissible, but not necessarily, to the lower appointments. Training in District offices is as necessary as training in an Account office. There are no special mysteries in the Account offices, and no special art by the acquisition of which men become capable of accomplishing tasks as "trained accountants," which are mysteries to the rest of the world. It is more a matter of test for a certain class of work, and the cultivation of habits of method and precision. A certain amount of technical knowledge is necessary, but the main qualification of a competent officer in the Department is that he should have an intimate acquaintance with a vast amount of detail of procedure, so as to know at

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every moment the relation to the rest of the work of the particular piece of work which he has himself in hand. All this has to be gathered by experience and practice, the amount of which depends upon the personal tasks of the individual. Mr. Westland thinks that a good Treasury Deputy Collector in all probability is so because he possesses the test and qualifications which would render him an efficient officer in the Accounts Department.

On the question of whether officers in the Enrolled list have reason to complain of a breach of faith in the appointment of Civilians as Accountants General, the witness gives his opinion and the reasons for it at length, for which his evidence* may be referred to.

Mr. Westland does not think that the number of separate grades in the Department can be reduced, the whole system of the work being built upon the plan of gradations of responsibility, and the amount of work to be got through being so vast in quantity that it would be very expensive if a beginning were not made at the lowest stage by separating off the large quantity of it that is purely mechanical, and giving it to low paid clerks, whose work is supervised and guided by more highly paid men. These have to add to this their own more responsible duties, and so on through several gradations. A table illustrating this is given in Mr. Westland's evidence, and a sketch is added of the system of work in Account offices to justify the apparent elaboration of the organization.

The opinions of Mr. Gay, the acting Comptroller General, are conveyed in a note with which he has favored the Sub-Committee. Being the Departmental member of the Sub-Committee during its sittings at Calcutta, he was not examined as a witness. Mr. Gay, who was recruited in England, entered the Department in 1865, and was, with the sanction of the Secretary of State, appointed as Accountant General under Section 3 of the Statute 24 and 25 Vic., Cap. 54. He considers that the most important question for the future is whether Covenanted Civilians are required to fill the whole or a part of the higher appointments. It is his opinion that the Department should not be allowed to drift entirely away from the Covenanted Civil Service, and that a better scale of pay should be given in order to attract officers of the Covenanted Civil Service to enter the Department and to remain in it. He objects to the present system of recruitment, first, because it must give rise to aggravated discontent among the other officers when they find themselves excluded from the higher offices by men associated with them in doing the same work; and, secondly, because the present pay would attract a better average man, if the recruitment were made in England, than can be expected from a competition among those men who have thought it worth while to come from England on the chance of success, or who are out of employment in India. The scale of pay is also unnecessarily high for a general service of Natives of the country. Men of the best education can be obtained for a salary of ₹100, and a prospect of promotion by merit with prizes in the future. Mr. Gay thinks that there is a positive advantage in not making the initial pay too attractive. The taste and talent for accounts are, in his opinion, peculiar, and no examination in school work will test them. It is better to begin for a short time with a salary below the candidate's abilities. If he succeeds, let promotion follow quickly; if he fails, let there be no temptation to prevent his seeking more congenial duties elsewhere. He would cease appointing Uncovenanted officers to the Enrolled list. As vacancies occur, he would add to the classes of Chief Superintendent or the subordinate Accounts Service. He thinks that about 19 appointments and 4 probationerships now on the Enrolled list might be officered from those classes; and as it would take many years to reduce the Enrolled list to this extent, he thinks further suggestions useless. One change as regards Covenanted Civilians might be made at once. Officers of 5 years' standing should be considered to be on probation. If, at the end of that time, they choose to remain in the Department, and are considered suitable, they should be guaranteed pay equal to what men of their standing draw in the general line, but should have no option of reverting to it. One Accountant Generalship might be guaranteed to the Uncovenanted employés, provided that there was one qualified within the meaning of the Statute. There is a difference between an occasional irregular appointment and a recognition of the general fitness of efficient Enrolled officers to hold such a position in their turn. As regards the employment of Natives, if the Enrolled list is preserved on its present footing, the prescribed proportion of Natives to Europeans need not at present be changed. There are some appointments in the Department for which the greater firmness of the European character and a knowledge of European habits are specially desirable. But for ordinary account work, the choice between European and Native may follow generally rules made for other Departments. A due proportion of Natives will always be found among Chief Superintendents and the subordinate Accounts Service.

Mr. E. T. Atkinson, C.S., Accountant General, Bengal, came to India in the Covenanted Civil Service in 1863, and entered the Department, in which he has since served as Accountant

* Printed at page 58 of the Volume relating to this Department.

General of the North-Western Provices, in 1877. He distinguishes between the two functions of the Department—Finance and Accounts. With the first only the head of the office has to do. The second is an entirely mechanical business, sharply defined by codes not difficult to understand. The duties are not above persons of ordinary capacity, industry, and education, such as undertake similar duties in mercantile houses and banks. For Financial administration and giving efficient aid to Government as Financial adviser, considerable education and extra departmental experience are required. These functions Covenanted Civilians are at present in a better position to perform than other men. The witness found his 15 years in the general line of the greatest possible assistance, and also that the fact of his being a Covenanted Civilian had prevented friction on many occasions. The importance of the office of Accountant General as an adviser to Local Governments in the administration of Provincial Funds entrusted to them under the decentralization scheme of Lord Mayo's Government has grown very much, and considerable administrative experience is desirable in an Accountant General who has also to advise the Local Government in regard to Treasury establishments, and every other financial question. The theoretical and practical knowledge of accounts indispensable for the office of Accountant General can be thoroughly mastered by any man of decent capacity in 8 or 12 months. There is no reason why an Uncovenanted civilian, who has sufficient acquaintance with the details of other Departments, and is of fair capacity, should not be as efficient an Accountant General as a Covenanted Civilian. It is not because he is Covenanted or Uncovenanted, European or Native, or that he only began in the subordinate Accounts Department, that he should not succeed.

The present system of recruitment for the Enrolled list is not satisfactory, and the general result is worse than it ought to be. The young men selected are deficient in education, in habits of industry, application, and self-denial for the sake of getting a thorough mastery of their work; and there is nothing in the working of the Department which obliges them, when once admitted, to acquire those habits. Accountants General have not sufficient control over them, and are not consulted as to their promotion, so that the officers of the Enrolled list do not look for that purpose to the good opinion of the Accountant General under whom they serve. The want of industry results in a general want of interest in the work, and the perfunctory manner in which it is done. A larger proportion of the Enrolled officers exhibit these characteristics than ought to be the case under a good system. They do not show the same capacity or power for overwork as Covenanted Civilians. Nor is it to be expected. A man who has gone through the Civil Service examination has obtained a power of steady application, the result of practice, and a broadness of view and *esprit de corps* seldom possessed by the others. There is no particular difference between domiciled Europeans and Eurasians and the men educated in England among the Enrolled officers. Some of the latter are the worst in the Department. There are too few Natives among the Enrolled officers to afford materials for a judgment on them as a class; but among the Superintendents, who are the backbone of the office, ten are Hindus, and do their work quite as well as the Europeans. For the present system of recruitment, Mr. Atkinson would substitute the promotion of men from the subordinate branch, the introduction of Deputy Collectors who have been in charge of Treasuries, and specially qualified men from outside with some better safeguards than at present.

Mr. A. Cotterell Tupp, C.S., Accountant General, North-Western Provinces, was not examined as a witness, being the Departmental member during the sittings at Allahabad, but favored the Sub-Committee with copies of a note on the officering of the Department, from which the following opinions are extracted:

Mr. Tupp entered the Civil Service in 1862, and joined the Finance Department, in which he has since served, in November 1878. He would largely reduce the number of European officers in the Department, and fill up vacancies by admitting Natives of India to the lower grades. He writes: "We have already in our Accounts offices a class of officers called Chief Superintendents, who are the backbone of these offices; they are selected for merit from among the Superintendents, and it is so essential that they should be men of ability and energy that very little favoritism is shown in their selection; they are almost entirely Natives or Eurasians, and are fit for any work below the grade of Deputy Accountant General; indeed it is upon them and not on his European Assistants that an Accountant General now depends for the carrying out of any really difficult task * * * ." "Besides the Chief Superintendents, there are in each large Accounts office 10 or 12 Superintendents, most of whom are quite fit to do the work of an Assistant Accountant General. From this large class we could at once recruit the 40 Native and Eurasian Assistants we require, and I would make Europeans, unless domiciled, ineligible for these appointments. They have

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hitherto, since 1862 (?), been appointed by nomination after a limited competition (which has been very nominal), and they have not been a success. A few good officers have entered in this way, but the majority are of very average ability and industry, and do not do their work in any way better than Natives of India, while they cost much more. On the other hand, a few are much worse and more useless than Native officers would ever be, for the Natives would be turned out, whereas the Europeans are allowed to remain out of pity for the fate that would befall them if they were dismissed." Mr. Tupp would reserve the offices of Accountant General, Deputy Accountant General, Deputy Auditor General and Comptroller for Covenanted Civilians who had been trained in the Department, and three Assistantships for affording such training. All other appointments he would reserve for Statutory Natives of India.

Mr. R. Logan, C.S., Under-Secretary to the Government of India, Deputy Accountant General, North-Western Provinces, and under orders to take up the Accountant Generalship of the Punjab, was examined at Allahabad. He had served 9½ years in the Central Provinces, where he was acting as Deputy Commissioner, when he was selected in 1880 for the Financial Department, in which he has since served and held various appointments. He considers that the appointment of Accountant General should be filled by a member of the Covenanted Civil Service for much the same reasons as are given by Messrs. Westland and Atkinson, arising out of the relations of the office with the Local Governments and heads of Departments. He points out that the Accountant General is a check on the Local Governments as well as their Financial adviser, and that very delicate personal questions, in which much pressure has to be resisted respecting salary, leave allowances, pension, and the like, must be decided by an Accountant General. As regards the recruitment for the Enrolled list, Mr. Logan thinks that as good men are not obtained as might be expected, considering that they can rise to a salary of R2,000. The young men now recruited here are not equal to the men obtained from England for the Education, Forest, and Telegraph Departments, in which the prospects are not nearly so good. They are not better than those recruited for the Police, in which service the prospects are not to be compared with those of the Accounts Department. He would nominate for all appointments in the Enrolled list carrying a salary of less than R1,000 from the subordinate Accounts Service or from Natives among the Chief Superintendents, with a certain proportion from the Covenanted Civil Service. He would also be glad to see the Enrolled list recruited to a certain extent by men brought out straight from England, and a few selected Treasury Officers put in on probation. He considers that these last have a training which would specially fit them for certain duties in the Department which men on the Enrolled list are not likely to possess. The domiciled Europeans and Eurasians on the Enrolled list are on an average better educated than, and Mr. Logan prefers them to, the men from England appointed out here by limited competition. One of the most useful men in the Enrolled list belongs to the class of domiciled Europeans. He would admit more Natives and Statutory Natives to that list, or by another arrangement remove from it a considerable number of the offices now reserved for it and throw them open more freely to Natives. He is not prepared to say in what proportion, but would be inclined to give them one-half. Judging from the way in which some Natives have worked, he thinks that they would do well in the higher departments in which they had not been yet tried. He considers that training in the Enrolled list is ordinarily essential for Civilians appointed to the higher offices, though he points to some conspicuous instances of success where this has been wanting, and draws attention to the fact that young Civilians in the general line have to pass very severe examinations in Treasury accounts and procedure, and very frequently turn out very good Treasury Officers—a training undeniably useful.

Mr. Logan was also, as Accountant General of the Punjab, Departmental Member of the Sub-Committee during its sittings at Lahore, and, at the request of the President, prepared a note, which will be found among the printed proceedings in Section IV, in answer to an allegation that, under the recent reorganization of the Accounts Department, the salaries of the Uncovenanted officers had been reduced in order to provide higher pay for the Covenanted officers. He expressed an opinion that if, as Mr. Gay suggested, one Accountant Generalship were to be ordinarily held by an Uncovenanted officer, one at least of the appointments in the 1st class hitherto closed to that service should be held by a Covenanted Civilian. The Deputy Comptroller Generalship—one of these appointments—should, in his opinion, be held by a Civilian with a view to his acquiring a knowledge of the Comptroller General's duties, which would be of the utmost value if he ever became Comptroller General—an appointment that would probably be always held under ordinary circumstances by a Covenanted Civilian.

Mr. E. W. Kellner, Deputy Comptroller General and senior officer on the Enrolled list,

was born and educated in India, and entered the Department at the age of 17 as a Treasury clerk on a salary of R30. He has acted several times as Accountant General for short periods. He objects to the reservation of the Accountant Generalships for Covenanted Civilians, and thinks that, in making such reservation, the Government has misinterpreted the Statute. He also considers that the training which Civilians undergo in the Department is not sufficient to enable them to fill efficiently the position of Accountant General, as they are tempted away from the lower grades of the Department by higher pay and prospects elsewhere. He thinks that the Department benefits by the admission of Covenanted Civilians, but that they ought to undergo more training than they do, not only to enable them to perform the duties of the higher appointments, but to train the junior officers. He objects to their being brought in at once to fill the best paid appointments, while Uncovenanted officers are required to undergo a training in the lower grades. It takes some time to acquire the necessary experience, and Covenanted Civilians are employed to control men of ability, whose departmental experience is much greater, and the system is likely to produce discontent and very seriously to lower the efficiency of the Department. At the same time the admission of Covenanted Civilians secures men of a high standard of education and acquainted with the general administration; and their district experience is useful in many ways. The present system of recruitment for the Enrolled list has not proved always satisfactory. It has given men occasionally who were not suited to the Department, and have not turned out satisfactory Financial officers. If men educated in England are required, they should be appointed by the Secretary of State and not in India; but there should be a larger opportunity given to men educated in India to compete for these appointments. Many men of the Uncovenanted Service enumerated by the witness have distinguished themselves in high Financial offices both in and out of India.

The arrangements for the admission of Natives are satisfactory, and the present scale of one-third might stand. It cannot safely be increased, as many of the duties of the Department can be better discharged by European officers as a class. There are, for instance, arrangements with banks for the transfer of funds, criticisms of the accounts of European officers, and the like. Exceptional Natives may, and have been found to, discharge such duties efficiently; but the Native officers obtainable for the Department cannot be assumed to have, as a class, the necessary qualifications; also Natives would be more reluctant to move, if required to do so on short notice, than Europeans. For the appointment of officers in India, Mr. Kellner would prefer to open competition a system of nomination and competition combined as affording a better guarantee of character, respectability, and position. He has also favored the Sub-Committee with a note on the present leave and pension rules for the Uncovenanted Service, in which he advocates changes in the direction of greater liberality. The note will be found printed at length in Section IV, and need not be summarized here.

Mr. C. R. C. Kiernander, Enrolled officer, 1st class, Deputy Auditor General—born in India, educated in England, returned to India at 16 years of age—was appointed to the subordinate service in 1854, and to the Enrolled list in 1864. He has held the office of Accountant General in Burma, the Punjab, in Bengal for ten months before the reorganization of the Department, and of Comptroller in the Central Provinces, and no friction ever occurred between him and the Executive officers of other Departments. It is advisable that the Department should contain a leaven of Covenanted Civilians, if it is to maintain its status; and if this be recognized, certain appointments in the Enrolled list must be kept as a training ground for Covenanted officers. There is no objection to appointing them Accountants General; but these appointments need not be reserved for them. The present system of recruitment for the Enrolled list is unsatisfactory, and has not been hitherto very successful, as the men have not had an opportunity of learning their work. Mr. Kiernander would recruit for the Enrolled list from the subordinate service, which plan, he believes, would also bring a better class of men into that service. He knows domiciled European and Eurasian families who feel it a grievance that a fair share of the appointments has not fallen to men of their class. They have not sufficient interest with those in power to procure nominations, and their claims have been set aside in favor of Europeans not domiciled in India and of Natives of pure Asiatic descent. He considers that among these classes there is an adequate supply of material for efficiently recruiting the Enrolled list. For the subordinate service, following the system obtaining for appointments in the Subordinate Judicial Service, he would have candidates selected by the Comptroller General and Accountant General in the first instance, and then examined. There would be no scarcity of candidates; there should be no minimum (maximum) of candidates, but there should be a minimum of marks.

Mr. J. E. Cooke, Deputy Accountant General, Bengal, and senior officer of the 2nd class of the Enrolled list, was admitted to the Department on the 1st October 1863. He has been an

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Assistant Secretary in the Financial Department and Deputy Auditor General, and has several times officiated as Accountant General for short terms. He considers that, unless an officer is a capable Accountant, he is of no real use in the Department, and that the public service is receiving serious injury from the way Covenanted Civilians are being put in as high Accounts officers when they are not Accountants, and from the way real Accounts officers are kept out of the wages due to their capacity and work by this arrangement in the interest of the Covenanted men. Outside experience is no doubt valuable, but it is of little value in the absence of a thorough knowledge of accounts and audit, and it is one which can be very fairly acquired by Accounts officers by continually dealing with the questions that come before them, and would be acquired with even more facility if the practice of inspection of treasuries by those officers were reverted to. It is also impossible for junior officers of the Department who are under Covenanted Civilians to be trained in the efficient way they would be if they were under officers who possessed the practical knowledge which in witness' opinion is requisite. Covenanted Civilians did, and do, acquire a good deal of general knowledge of the work, but are unable to reach the main portions of it in default of a thorough knowledge of accounts and of the duties. For admission to the Enrolled list the test is much too low, and there is uncertainty attached to the existing nomination system. Mr. Cooke would retain a system of nomination which should include young men who had done well at the Universities and public schools in India, and the nominees, who might be fifty or one hundred, should compete among themselves. There should be only one examination. He would not fix a proportion of Natives in the Department, but sees some reasons why it should not consist exclusively of Natives. A European head of a large office commands more respect when he has a disagreeable or distressing duty to perform than a Native would. He has to deal with public Departments in a way which frequently requires the exercise of a great deal of firmness, and sometimes causes a great deal of clamour; he carries a great deal more weight than a Native would. It is not necessary to recruit the Department from lads who have been educated in England, though these may have an advantage over lads educated in India, *viz.*, of qualifying themselves in chartered Accountants' offices. Some of the young men from England have unquestionably done well; others not so well; but the system aims not at getting the best men, but only those with sufficient interest to get appointed. Several of the men have proved inefficient, but with a better system of training might have done better. Some of the Natives have turned out uncommonly good men; others not so good. As regards pay and pension, Mr. Cooke agrees generally with Mr. Kellner. He would, however, not confine the rule respecting the maximum amount of pension to the holders of certain offices, but extend it to all officers drawing more than double that amount of salary, and would allow no exceptions to the age fixed for superannuation.

Mr. A. H. Anthony, Assistant Accountant General, North-Western Provinces, Enrolled officer, Class VI, born and educated in India, obtained his appointment as probationer in 1876 after a competitive examination, in which five nominated candidates competed for two vacancies. From experience he considers that the present system of competition is too limited to ensure good results. He would have a wider competition for men born and bred in this country. The supply would be sufficient to secure equally qualified men, and the importation of men from England is felt as a grievance by men born and educated in India. He would also permit occasionally the appointment of men under 50 years of age from the subordinate grades, though he thinks it of importance to maintain the distinction between an upper and subordinate service in order to secure in the subordinate ranks the benefits of local experience, which would be lost if the subordinate officers were liable to transfer to another Province. Persons who do the same duties should have the benefit of the same furlough rules and emoluments. The rules for Covenanted Civilians are more favorable than those for Uncovenanted officers in the Department. Mr. Anthony also drew up a note on the history and past and present constitution of the Department, the substance of which has been already given, and need not be repeated.

Mr. W. H. Egerton, Supernumerary Enrolled officer, Class VI, Assistant Accountant General, Punjab, entered the Department at 24 years of age by limited competition in 1878, and has served in many parts of India. The highest appointments should be thrown open to every one, and not, as now, reserved for Covenanted Civilians. The Department should be recruited more largely from all classes—Europeans, Eurasians, and Natives—on the present system of competition among nominees, there being a separate examination for Natives on the present scale. Civilians should enter the Department earlier than they do now, and serve ten years before being appointed Accountant General. Chief Superintendents should not be promoted to the Enrolled grades unless in exceptional cases. The discipline and tone of the

office would suffer by such promotions, as Chief Superintendents are not likely to have the same influence over men from whose ranks they have risen.

Mr. W. H. Dobbie, Enrolled officer, educated in England, appointed in 1872 by a competitive examination among six nominated candidates for two appointments, has served in several of the principal parts of India. He agrees generally with Mr. Kellner as to recruitment for the service from Covenanted Civilians. It disheartens the members of the Enrolled grades, and discourages them from making efforts to do their duty in the most efficient manner. It is expensive, and the want of training in the head of the Department leads to imperfect supervision, andh ence to indifferent work on the part of the permanent staff—a result most pernicious to the men in training. There must, too, be friction when men of the same position in society and very similar education are employed in the Department with different conditions of service as regards emoluments, promotion, and official dignity. Some of the men in the lower grades of the Enrolled service are unsatisfactory owing to want of proper training. They served under an Accountant General who had not received special training. Witness himself had no training, but was put to work at once. He considers a certain number of Europeans necessary for the efficient working of the Department, and recommends that men should be appointed by the Secretary of State, and receive some technical instruction in England before they are brought on the strength of the Department.

Babu Rajaninath Rai, M.A., Enrolled officer, 4th class, obtained his appointment by competition with five other nominated candidates (Europeans) for two vacancies in 1872. The Government, in his opinion, has not succeeded in making the Department attractive to Covenanted Civilians, as five have already left it from the Enrolled ranks, and two* from the higher ranks. Government should therefore raise their salaries when employed in the Enrolled list, or abandon the attempt to fill up the highest offices by Covenanted Civilians. The present mode of recruitment for the Enrolled list is not satisfactory. There is no assurance that the fittest candidates are brought to the notice of Government. Nomination should be abolished and competitive examinations held, open to all classes having a certain educational qualification. The present test is too low, and should include higher mathematics and omit elementary subjects. One-sixth of the appointments might, if pure Europeans are thought necessary, be by nomination of the Secretary of State or of the Government of India. The clerical ranks should be recruited by open competition. There is nothing in the duties of the Department that an intelligent man of any nationality cannot discharge if he takes an interest in his work. In the lower ranks Natives have already done well, and with extraordinary success when carefully selected. In the higher ranks, so far as they have gone, they have worked as well as their European colleagues of the same standing. Witness served in the Central Provinces and in Bombay, where he was in charge of the Pay Department many years and had to deal with the accounts of European officers and grant last-pay certificates to officers embarking at that port, and had no unpleasantness with them on any race ground.

Mr. Rajaninath Rai would also amend the pension and leave rules in the direction of graduated pensions, of liberal maxima, and counting leave as pensionable service.

Babu Ishan Chunder Bose was appointed to the Department in 1874 by Lord Northbrook on account of his distinguished University career. He disapproves of the present system of recruitment. There should be no Covenanted Civilians in the Department. Enrolled officers, among whom should be included the Chief Superintendents, as their duties are practically the same, should be appointed by competitive examination open to all classes of Her Majesty's subjects under 25 years of age, and possessed of the degree of an Indian University. There should be graduated pensions and more liberal retiring and furlough rules.

Mr. P. E. Clague, Chief Superintendent, born and educated in England, entered the Department as a clerk on R70 in 1865. Has been drawing R600 for the last twelve years. He complains of the establishment of the system of probationers in 1871, whereby a bar was raised against the promotion of Chief Superintendents, however able, and of the present rules on that point. Chief Superintendents discharge the ordinary duties of Enrolled officers, and have the same responsibilities, but no prospects.

Babu Dinanath Ghose, who retired from the Financial Secretariat, in which he held an office carrying a salary of R600, in 1870, considers the present system of recruitment unfair. It is not necessary to appoint to the Department young gentlemen, or specially trained gentlemen, from England. A sufficiently good class of Europeans and Eurasians should be obtained in this country, and admission to the Department should be by competitive examination open to all

* One of these (Mr. Barbour) became Financial Secretary to the Government of India, and is now Financial Member of the Supreme Council; the other (Mr. A. P. MacDonnell) went out as Revenue Secretary to the Government of Bengal, and is now Home Secretary to the Government of India.

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classes who can furnish certificates of good moral conduct and physique. There are certain appointments in the Department which should be held by Covenanted Civilians, who are generally better qualified for administrative duties than gentlemen not in the service from their superior education and knowledge of administrative work. Clerks should be eligible for the Enrolled list, in which Chief Superintendents should be included, and admission to the lower clerical and to the subordinate Accounts Service should be by separate competitive examinations. The witness thinks that the complaint against Native heads of Departments of appointing their own relatives and friends is quite unfounded, and might be more fairly made of Europeans in the Accounts Department itself, in which the men appointed are the relatives of civil and military officers, and the standard of examination is insufficient to procure good men.

Mr. A. H. H. Munrowd, Chief Superintendent, Accountant General's Office, Punjab, born and educated in England, entered the Department as a clerk on R90 in 1863 through the influence of a friend, and has since served continuously in Lahore. He considers that the Enrolled list should be recruited from the subordinate service and Chief Clerks, but would not object to see outsiders occasionally brought in by competition. A Treasury Deputy Collector, though he prepares accounts, would not be familiar with the rules of audit or the system of compiling accounts for the purposes of the Comptroller General. He thinks European Superintendents more reliable than Natives; they are more careful, have greater control over their subordinates, and get more work out of them.

Babu Shama Charan Chakravarti, Chief Superintendent, Class V, office of Accountant General, North-Western Provinces, considers that Enrolled officers should be recruited from the subordinate Accounts Department by competition among candidates, Treasury Officers included, nominated by the Accountant General. The subordinate Accounts Service should be recruited from the clerical staff, preference being given to University graduates. The proportion of Native son the Enrolled list is unduly small, 6 out of 40. The office of Accountant General should always be held by a Covenanted Civilian. He would know more about the financial resources of the country, and be in a better position to advise the Local Government financially. It would also avoid friction, as an Accountant General has to control the expenditure of the highest officers in the civil administration.

Mr. Alfred Fakir Chand, senior Superintendent in the office of Accountant General, Punjab, is a Christian and a Bengali by race; born at Delhi; entered the office of Accountant General in 1863 on a salary of R25, and is now drawing R390. He thinks that a Chief Superintendent, if eligible, should be promoted to the Enrolled grade, but that a certain number of the appointments ought to be open to competition. The work of Accountant General could be done by a Chief Superintendent on R400. Natives have a natural aptitude for accounts, and are far superior to Europeans, who, after a time in office, become superior to Natives, as they have more energy. The educated men (Natives) now obtained are perhaps less diligent on account of the distasteful nature of the work, and less amenable to discipline than the less educated men who used formerly to serve in the Department.

Mr. George Bleazby, Superintendent, Accountant General's Office, Punjab, born and educated in India, entered the Department in 1878 on R40, and is now in a grade carrying salary of R300 rising to R390. He explained his duties connected with the Budget and Resource branches of the office of which he is in charge. He would amalgamate Chief Superintendents with the Enrolled list, and maintain the distinction between that list and the subordinate service. He prefers to serve under a Covenanted Civilian as head of the office. More confidence is felt in his impartiality in the distribution of patronage, and friction is avoided in auditing the accounts and criticising the expenditure of other Departments. The subordinate service should be Imperial and not Local, so as to give a wider field for selection and more openings for promotion.

Babu Govind Lall Rai, ex-Superintendent, retired on a pension in 1882, gave evidence respecting the Department much to the same effect as the previous witness. The Department, he thinks, requires special training, and junior Civil Servants ought to be brought in as probationers, but on higher pay. He considers that the Covenanted Civil Servants are better men and superior to the other members of the Department as at present constituted. Their superior education enables them to acquire knowledge quicker.

Lala Purkash Chand, Special Auditor, office of Accountant General, Punjab, pay Rs. 85, considers that Natives should be more largely employed. They have greater aptitude for accounts. Hindu shopkeepers, perhaps because they are generally vegetarians, can make calculations mentally, which a European cannot make without writing.

Lalla Ganpat Rai, Pleader, was for a time in the Accounts Department, but left it as there were no prospects of promotion. He observes that the Enrolled list should be recruited entirely

by Natives, as Europeans get the higher Police appointments, and Natives are cheaper and equally competent. The pay should be considerably reduced. Half the appointments should be made from subordinate grades and half by competition. Natives could perform the duties of Accountant General; it is not necessary that an Accountant General should be a Covenanted Civilian. The proportion of Eurasians in the Enrolled grades should be limited to one-sixth. Witness would prefer not to have them at all, but supposes that since they are domiciled, they must be provided for.

Mr. O. T. Barrow, of the Bengal Civil Service, stated that he joined the Accounts Department after 5 years' service as a Sub-Divisional officer; that he was first posted as Assistant Accountant General to the North-Western Provinces, and remained there for about a year, after which time he was sent to Bengal, whence, after 3 years' service as Assistant Accountant General and Deputy Accountant General, he was transferred as Deputy Accountant General to Bombay. Mr. Barrow informed the Sub-Committee that in Bombay the Accountant General advises the Local Government on all matters involving expenditure, and he expressed his opinion that the appointment should be reserved for a Covenanted Civilian. In support of his opinion, he adduced three reasons—(1) that the Accountant General has to deal with officers in very high positions, and sometimes on questions of leave and pay which occasion friction, and that it is therefore essential that he should be an officer whose independence is unimpeachable; (2) that the decisions of a Civilian would command more respect from District and other officers; and (3) that the Accountant General is, as it were, the mouth-piece of the Government of India to the Local Government in the interpretation of rules and orders, and that if he were a Civilian, this portion of his duty would be discharged with less friction. He also considered that the experience of district work acquired by a Civilian gave him a decided advantage over other men in the Accounts Department. He further urged that, even in the minor local Administrations, Covenanted Civilians should be employed in performing the duties of Accountant General; but as he had never served in the Provinces under such Administrations, he could not say whether any friction had been occasioned by reason that the Comptrollers were not Covenanted Civilians. He also stated that the Accountants General have the sole direction of the movements of Government funds within the Presidency, and at Bombay have business relations with banks and merchants respecting Council Bills.

In reference to the appointment of officers to the Enrolled grades, Mr. Barrow stated that, in his opinion, the Enrolled system is too costly for the work to be performed; that the officers in the higher grades of the Enrolled list, who have to do pure account work, are at present too highly paid; but that if the system were maintained, better qualified European candidates would be obtained if the selections were made in Europe. With regard to the employment of Treasury Officers in the Accounts Department, Mr. Barrow admitted that it would be an advantage that officers of the Department engaged in Treasury Account work should have had experience as Treasury Officers.

As to the employment of Natives in the Enrolled grade, he stated that he had worked with three of them, and that some of them were very good Account officers, and as purely Account officers not inferior to Europeans, but that he thought that the appointment of Natives to the Department is to some extent undesirable, because there were appointments of which the holders are brought into direct contact with the European public. He considered that the post of Presidency Paymaster is an appointment in which it is especially undesirable to employ a Native. He was not aware that that appointment at Bombay had been held by a Native. He pointed out that a comparison could not be made between the duties of a Presidency Paymaster and those of a Treasury Officer in a cantonment, inasmuch as the latter is not called on to consider questions of leave and pay; and he explained that, although questions of leave would be settled on the report of the Presidency Paymaster, yet that on questions of pay he has to deal directly with the officers affected. On being questioned as to the duties of the Chief Superintendents, he stated that, with the exception that these officers are not appointed Presidency Paymasters, nor placed in charge of the Treasury Accounts, the work performed by them is exactly the same as that done by Assistant and Deputy Accountants General. Mr. Barrow hesitated to pronounce whether it is desirable that an Accountant General should have had previous training in the Department. He pointed out that such training is not considered necessary for Postmasters General, and he mentioned that some excellent Accountants General had had no departmental training. On the whole, he considered it an advantage that they should have had such training. He proceeded to explain a scheme for the reconstitution of the Department. Considering, as he had before stated, that several officers who receive salaries of upwards of ₹1,000 are engaged on work which is equally well done by Chief Superintendents on salaries under ₹1,000, he

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proposed to abolish the Enrolled grades and to recruit men for the duties of the higher officers engaged on accounts and audit, partly by selection from the subordinate Accounts Service in the same manner as Chief Superintendents are now selected, and partly by a competitive examination among candidates who had some knowledge of accounts. For the posts in the Presidency Pay office and Paper Currency office he proposed to bring in Covenanted Civilians who would also hold the appointments of Deputy Accountants General. From Civilians thus trained in the Department he would select the Comptroller of India Treasuries and Accountant General, but he would not insist on such training as an indispensable qualification.

In answer to a question put to him by the Hon'ble Khan Bahadur Kazi Shahbudin, Mr. Barrow stated that a great deal of the work of the Accountant General certainly does not require any very great ability. He admitted that questions relating to leave, allowances, and pensions are ordinarily regulated by rule; but he maintained that the interpretation of rules is not always easy, and he mentioned that in interpreting a doubtful rule, the decision of the Accountant General would be final unless the Local Government disagreed with that decision, in which case a reference would be made to the Government of India. He allowed that where rules had been laid down, there ought not to be any friction; but he stated that, as a matter of fact, officers frequently demur to the Accountant General's interpretation of rules; and believing, as he did, that many officers accept the Accountant General's decision because he is a Covenanted Civilian, his contention was that the friction would be greater if the office of Accountant General were not held by a Covenanted Civilian.

He explained that by stating that the Accountant General is the mouth-piece of the Government of India, he meant that that officer exercises a check on the Local Government, preventing it from issuing Resolutions in contravention of rules made by the Government of India, and that he did not allege that it is the ability of the Accountant General which gives weight to his decisions, but his connection with the Civil Service. He stated that movements of money are regulated by the Accountant General of his own motion; that he ascertains from local officers their probable requirements, and exercises his discretion as to supplying them with funds; and that the Treasury work in districts is practically left to the Treasury Officer.

He professed himself unable to say whether any system is observed in selecting candidates for the Enrolled grades, or with whom the right of nomination rests; but that he believed the Local Governments are consulted when Natives are nominated. He knew that one vacancy in every three is competed for by Natives and two by Europeans; that Natives compete with each other, and Europeans with each other; that the examinations are in the same subjects, and that the standards are the same. He explained that when he expressed his preference for the selection of candidates in England, he referred only to Europeans, and saw no objection to the admission of Natives in India. In answer to questions addressed to him by Mr. Nulkar, Mr. Barrow stated that the Accountant General advises the Local Government as to the financial results of proposals made by District and other officers; that for the assistance of the Local Government, he interprets the rules of the Financial Codes as an expert, and gives his advice in matters which are not within the rules. He had never served in a non-Regulation Province, and was therefore unable to say whether there is friction when the office of Deputy Commissioner is held by an Uncovenanted officer. In reply to Mr. Fernandez, Mr. Barrow stated that he had not meant to include domiciled Europeans and Eurasians in the term Natives; but that the views he had expressed regarding Natives would also apply to these classes; that he saw no objection to exclude Eurasians from competing for the Enrolled grades; but that, if the scheme he advocated were adopted, Eurasians as well as Natives would be eligible for the office of Chief Superintendent. Lastly, in answer to the Accountant General, he stated that the Accountants General do the same work for the Local Governments as is done for the Government of India by the Financial Member.

Mr. Godrezji D. Padamji, B.A., Assistant Accountant General, stated that in 1876 he obtained an appointment as probationer in the Department on a salary of R200 by nomination, and that he had had charge of nearly every branch of the office, except those of Resource and Budget. He considered that it is unnecessary to employ Covenanted Civilians in the Department. He allowed that the knowledge of the administrative departments which such officers acquire rendered it probable that they would be more able financiers than officers whose whole training has been in the Accounts Department, and that consequently the post of Financial Secretary should be reserved for Covenanted Civilians; but he asserted that mere account experience, or the intimate knowledge of the Codes and account-keeping which would be acquired in the Accounts Department, would not constitute officers financiers, and that it is therefore unnecessary to bring in Civilians to improve their efficiency in that respect. He

maintained that the office of Accountant General might well be held by an Uncovenanted officer. Admitting that he would be brought into contact with all classes of officers of other Departments, Mr. Padamji asserted that he is bound by rules and orders, and cannot contravene them. And with regard to the position which, it was alleged, the Accountant General occupies as Financial adviser to the Local Government, Mr. Padamji stated that all questions purely financial are in fact settled by the Financial Member of the Government of India; that, to the best of his belief, the Local Government can make no radical change in the administration of Provincial sources of revenue without the consent of the Government of India; and that whatever advice the Accountant General tenders to the Local Government, and whatever suggestions he makes as to Budget Estimates, are made from the standpoint of an Account officer, and that he has no voice in administrative questions.

He maintained that a high order of ability is not required in the Accounts Department; that the talents of Covenanted Civilians can be more profitably employed in administration; and that these officers are only induced by the attraction of superior pay to exchange the more interesting work of administration for the monotonous routine of an Accounts office. He mentioned that the Codes are at the present time very complicated, and that if they were simplified, the friction between Account officers and officers of other Departments would be minimized. He considered that a training of at least two years is necessary to qualify an officer to be an auditor, and that the longer his experience, the greater would be his efficiency.

He further considered that if the present organization of the Department is retained, the system of recruiting the Enrolled grades is satisfactory, provided that the number of nominees for each competition is increased to six, and that every alternate appointment is competed for by Native candidates. Although he considered that Natives have a special aptitude for accounts, he deemed it desirable that there should be a certain number of Europeans in the Department; and as he thought that Europeans would certainly fail in a competitive examination with Natives because Natives were "more prone to cramming," he advised that the practice of allowing them to compete separately should be continued. He stated that he saw no reason why Chief Superintendents should not be promoted to the Enrolled grades; on the contrary, he considered that the efficiency of the Enrolled grades would be increased by the introduction of men of long experience. He recommended that the Department should be reorganized; that a number of appointments carrying salaries of from ₹600 to ₹2,000 should be abolished; and the number of appointments on smaller pay, about ₹500, which was sufficient for routine work, should be increased. He proposed that a certain number of young gentlemen of education should be admitted and work their way up as probationers, and that appointments in the ₹500 grade should be given alternately to a probationer and to a Chief Superintendent; but that promotion beyond this grade should be given only to officers who have shown themselves qualified for something more than routine work.

Mr. J. W. H. Sandell, Chief Superintendent of the 1st class, who received his permanent appointment in the Department in 1869 as a 1st class clerk at the bottom of the subordinate Accounts Service, and had risen to the sole appointment in the 1st grade of Chief Superintendent carrying a salary of ₹600 to ₹800, stated that the first audit is made by clerks who belong to the subordinate Accounts Service or to the clerical staff, and the review audit by the Superintendents and the gazetted staff, and that the Deputy Accountant General, Assistant Accountant General, and Chief Superintendents pass all the work of their Department, except such as the rules require to be laid before the Accountant General. He considered that there is no necessity for retaining the Enrolled grades; that the subordinate Account Service, which was created by the selection from the clerical staff of men with an aptitude for accounts, and which now consists of about 150 members, can furnish all the officers required for the higher branches of the audit work. He mentioned that in the subordinate Accounts Service there are only 6 non-domiciled Europeans; that of the other officers in that branch, 14 are domiciled Europeans, 40 are Eurasians, 89 are Hindus, 1 is a Mahomedan, and 2 are Parsis. With regard to the qualifications of the several classes employed in the Department, he considered that Natives do their work practically as well as any other class, but that they are not so efficient in working a branch; that they do their own work thoroughly, and are unsurpassed for steadiness and application; but that they cannot get work out of their subordinates, and do too much themselves; and he mentioned as an instance that on the death of an excellent Native officer, the efficiency of his branch practically came to an end. Mr. Sandell considered that an officer promoted from the subordinate Accounts branch can discharge the duties of Presidency Paymaster, and he mentioned that he had himself acted in that office, and that a Native,

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Mr. Ray, had done the work of that post very efficiently. He considered that the duties of the Paper Currency office would be better performed by a Covenanted Civilian, who had had a Revenue and Judicial training, than by a promoted officer. He also was of opinion that the Covenanted Civilians should, as a rule, be appointed to the posts of Accountant General, because the man promoted from the subordinate Accounts Service would not, save in exceptional cases, be of sufficient social standing. In answer to the Hon'ble Kazi Shahbudin, he added that the Covenanted Civilian enjoys a *status* in India which no Uncovenanted officer can acquire. He also stated that he considered the Native Treasury Officers in the Bombay Presidency proper were inefficient, though two Hindus and a Goanese, who were Treasury Officers in Sind, were excellent officers. In answer to Mr. Fernandez, he stated that he was aware that Treasury Officers in the Bombay Presidency perform other duties, and that there are no Treasury Officers properly so called. He added that he considered this a defect in the system, and that it might be advisable, if it were practicable, to send men out from the Accounts Department to serve as Treasury Officers, and to bring them back to a higher grade in the Department after a certain length of service in the district.

In answer to the inquiry whether he desired to make any further observations, Mr. Sandell read a note, in which he argued that subsequently to 1862 the organization of the Department had been altered so as to deprive officers who entered in the subordinate grades of the prospects which had been held out to them of rising to the highest grades. He referred to the Resolution of the Government of India of the 29th August 1862 as distinctly declaring that admission was open to all clerks recommended for such promotions to the Classified or Enrolled grades, and to a letter of Mr. E. F. Harrison, the Comptroller General, No. 1711, dated March 1877, as confirming his assertion that by the admission of inexperienced officers to the Enrolled grades, the Accountants General were "mere beginners," instead of men of great experience as Superintendents of the principal sections of these offices. He maintained that the reorganization of 1880, which created the grade of Chief Superintendents with a maximum salary of R500, did not compensate the officers of the subordinate grades for the loss of the possibility of rising to posts carrying the highest salaries allowed to Uncovenanted officers. He asserted that the Chief Superintendents are by reason of their experience called upon to perform duties more onerous than those entrusted to any but the most experienced of the Enrolled officers, and he maintained that the proper posts into which to admit young men of education, but of no experience, are those in the lowest grade of the subordinate Accounts Service, where they would first be required to do the work of senior clerks, and then of junior Superintendents; when they had acquired the necessary technical knowledge, they would be entrusted with the senior Superintendent's duties. Lastly, he contended that it would be unfair to regard the present members of the subordinate Accounts Service, of which up to 1880 the prospects had been grievously curtailed, as any criterion of the class of men that would be attracted to an open service, and he asserted that even the results of the organization of the subordinate Accounts Service would not be felt until some of the senior men had retired and the selected young men of good promise had gained more experience, and made their presence in the Department felt.

Mr. H. S. Groves, B.A., Assistant Accountant General, Madras, stated that he was born in India of domiciled parents, but had been educated and taken his degree in England, and that after declining the offer of a scholarship at Baliol College, Oxford, he had come to India, and in 1873, after a competitive examination, obtained an appointment in the Accounts Department; that during 14 years' service in the Department he had had charge in turn of nearly every department of the office as well as of the outside audit; that he had, at the request of the Accountant General, prepared schemes for the audit of Special Funds and Municipal Accounts and had drawn up a Manual of the Currency Procedure, which had been approved by the Comptroller General, and adopted for the use of the Department. Mr. Groves took exception to the existing constitution of the Department on these grounds: *firstly*, that the rule requiring that the appointments of Accountant General should ordinarily be filled by Covenanted Civilians debars officers who entered the Department under the conditions on which it was originally organized from promotion to which they are entitled to look; *secondly*, that the rule which prescribes that a certain number of Covenanted Civilians should be appointed to the Department, and that even on occasions when Civilians are temporarily absent on leave other Civilians should be brought in to act, though they have no previous experience of the duties to be performed by them, is detrimental to the efficiency of the service, and operates harshly on the officers of long experience in the Department who were superseded. In support of this objection, he mentioned that, although he had hitherto invariably been appointed to officiate as Deputy Accountant General when a vacancy occurred, and although the duties of

Deputy Accountant General could not be performed by an officer without training, he had been recently superseded by the appointment of a Covenanted Civilian, who had never previously served in the Department, but who had been appointed in the place of a Covenanted Civilian, who had taken leave, and who held an appointment in an office in another Presidency. The third ground on which Mr. Groves objected to the present constitution of the Department was the continued introduction of Uncovenanted officers, for the most part European gentlemen, by a process of nomination and limited competition when the appointments to be filled by them under the new conditions could be much more efficiently held, as a rule, by deserving subordinates, Natives of India, already in the Department.

Mr. Groves asserted that he had no objection to the appointment of Covenanted Civilians to the higher posts of the Department, so far as it does not defeat the claims of Uncovenanted officers who entered under the old conditions; that, on the contrary, he considered them the best and most suitable agency, but that it appeared to him indispensable, if they are introduced at all, that it should be on the ground of special fitness; that no officer should be put into any appointment requiring special knowledge and experience, such as that of Deputy Accountant General, without having previously qualified himself for it by sufficient training in the Department; and that when a vacancy occurs in such an office, and there is no Covenanted Civilian in the Department qualified to take it, it should be given to the senior Uncovenanted officer who is qualified for it.

As to the third objection taken by him, he maintained that Natives of India, including Statutory Natives, are entitled in preference to Europeans to all appointments in the service, including the highest, if they are qualified to fill them, unless it could be shown there are State reasons for excluding them, and that the officers of the subordinate Accounts Service, being almost without exception Statutory Natives, would therefore be entitled to be promoted to appointments in the Enrolled grades, if they are qualified to fill them, unless reason could be shown for appointing Europeans or for appointing Natives in some other way. He stated that he saw no reason for admitting Natives directly to the Enrolled grades by nomination and competition, inasmuch as men of the same ability and qualifications would be found in the subordinate Accounts Service if the hope of promotion to the Enrolled grades were held out to them; and, on the other hand, the work required of gazetted officers renders previous acquaintance with the details of office routine very desirable, if not indispensable. He maintained that no special reason exists for the employment of Europeans in the lower appointments of the Enrolled grade; that there is no occasion in those appointments for the special qualifications of Europeans; that the antecedents and previous training of Europeans render the drudgery of the routine of the lower appointments peculiarly irksome to them; and that for this reason they either attend to the work mechanically, or neglect it.

He maintained that the experiment made in 1880 of promoting deserving Superintendents to a gazetted grade had worked well, and that it should be tried more extensively, so as to allow that class to fill all the lower appointments in the Enrolled grade, and to rise to the enjoyment of a maximum salary of ₹1,000. He stated that Chief Superintendents are now doing similar work to that which was done by him and by other Enrolled officers, and with more knowledge than he could pretend to, and that in his belief, if the lower appointments held by the Enrolled officers were thrown open to qualified Superintendents, the efficiency of the Department generally would be promoted.

On the other hand, Mr. Groves stated that, in his judgment, the higher offices, such as those of Accountant General, Deputy Accountant General, and a few others, must be filled by European gentlemen. For these appointments he considered that other qualities, besides experience in the work of the Department, are necessary, such as tact, knowledge of the world, grasp of general principles, capacity to organize, power to command, and promptness in action; and, while unwilling in any way to depreciate Natives, he felt constrained to say that in these qualities Natives are, as a rule, deficient. He proceeded to say that if it is admitted that these appointments should, as a rule, be filled by Europeans (for he would not absolutely debar Natives), the best agency is in his judgment the Covenanted Civil Service, if arrangements are made beforehand to secure that a member of that Service is duly qualified for an important appointment before he is appointed to it.

He stated that the account system and procedure are now settled, and there is no longer any need for special European agency in the higher appointments; that the working of the office consists in the adherence to fixed rules, and leaves little scope for professional accountants; and that when technical knowledge has ceased to be necessary, recourse should always be had to the Covenanted Civil Service. Mr. Groves stated that he recommended the appointment of Covenanted Civilians because he considered that it was intended that recourse should be had to

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that agency rather than to an Uncovenanted agency when Europeans are required, and that the expense entailed on the State by their employment is not unreasonable.

With respect to the recruitment of officers for the posts which he proposed to throw open to Natives, Mr. Groves thought it inexpedient to make any restrictive rules as to the offices to which first appointments should be made. He would allow men who entered as clerks in the 3rd or 4th class to work their way up to any posts for which they might be qualified. On the other hand, if promising men offered themselves, he thought that it would be expedient to put them in as 1st class clerks on R120—150. He stated that he saw no reason for making any race distinction between officers of the Department, but that, judging from his experience of Natives in the office, they were generally, but by no means universally, wanting in originality, energy, and power of command; that they could master details very well, but could not grasp principles; and that when work had to be done at unusual speed, a European could do it more quickly than a Native. Mr. Groves admitted that his remarks did not apply to Native graduates, as he had not known a sufficient number of them to form an opinion, and they had perhaps entered the Department only within the last five or six years, but that he referred to a very good and intelligent class of Natives who were masters of their own work.

Mr. C. Hall, Chief Superintendent in the Accounts Department, stated that he was in charge of the Presidency Audit Department, and that he considered that the organization of the Department in 1880, by which Chief Superintendents were placed in a separate grade, was fair to all parties concerned; that he thought the promotion of Chief Superintendents to the Enrolled grades would induce very good men to enter the Department; but that he believed difficulty is created by the circumstance that the pay of the lowest of the Enrolled grades is less than that of Chief Superintendents. He stated that he did not think that there should be an excess of Natives in the upper grades of the Department, but that there should be a fair proportion; and that his reasons for proposing to limit their number were that there are appointments of which the holders are brought into contact with Europeans, and it is therefore desirable that the officers should be Europeans. He thought that the Accountant General and Deputy Accountant General should certainly not be Natives, because, having to deal with officers of all classes, there would be less friction between the Account and other Departments if the officers he had mentioned were Europeans. He considered that the training which a Covenanted Civilian receives is of a higher and more varied kind than that of an officer in the Accounts Department, and that his knowledge of the country and of the working of other Departments would be of great benefit to an Accountant General. Consequently he would recommend the appointment of Uncovenanted officers to that post only in exceptional cases. He considered that any natural-born subject of Her Majesty should, if he were the best man, obtain the appointment irrespectively of any question of race.

Mr. Krishnaswami Chetty, a Superintendent in the Accountant General's Office, Madras, said that he had entered the Department in 1870 as an Accountant on a salary of R30, and that he had risen to a post of which the salary was R300—380. He stated that he did not consider the present system of recruitment for the Enrolled grade satisfactory, because he did not see why a man should be required to begin on a salary of R200—300. He observed that the object of a system of limited competition is to secure men of birth and education; but that a salary of R200 would not attract men of birth, and a system of limited competition would not secure men of education. He proceeded to make some objections to the place where the examination is held, but it appeared that he was not acquainted with the practice. He claimed that appointments in the Enrolled grade should be open to men in the subordinate Accounts Service, and that they should be permitted to compete at the examination for appointments to the Enrolled staff.

Appendix O. 2.

ARCHÆOLOGICAL SURVEY DEPARTMENT.

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About 43 years ago, the Government of Bombay, at the instance of the Court of Directors, entrusted to a Commission the task of investigating the cave or rock temples of Western India. Owing to the incompetency of the staff engaged to make drawings and copy and translate inscriptions, the results were considered incommensurate with the expense, and the work was abandoned. In 1862, Major (now General Sir Alexander) Cunningham, R.E., was employed to make an Archæological Survey in Upper India. In this he was engaged for some few years, and collected important historical and geographical information, but did little to illustrate architecture and art, and during the Viceroyalty of Lord Lawrence the survey was discontinued.

The origin of the existing Department of the Archæological Survey is explained in a Resolution of the Government of India, No. 649—650, dated 2nd February 1871.

In accordance with instructions received from the Secretary of State, measures were initiated in 1867-68 for the conservation of old architectural structures, and for the exploration and systematic record of the numerous valuable and interesting memorials of the ancient civilization of India. As an experimental arrangement, four separate parties were to be organized for Madras, Bombay, Bengal, and the Upper Provinces, the Department of Science and Art in London having undertaken to defray a portion of the expenses that might be incurred in securing authentic descriptions, as well as casts and photographs of the finest monuments of Indian Art. A sum of ₹13,000 was allotted to each of the four circles for the survey of antiquities, it being contemplated that the Superintendents of the Schools of Art should co-operate with the survey parties; but the scheme was found impracticable.

In a Despatch dated 11th January 1870, the Secretary of State strongly urged the necessity of directing the researches in a somewhat more systematic and deliberate manner than had been attempted heretofore, and of concentrating the supervision of the entire system in one Department, instead of leaving it, without control, to the management of different officers under different Local Governments. The Governor General in Council concurred in the opinion expressed by the Secretary of State as to the steps that should be taken for the conduct of future researches, and came to the conclusion that it would be impossible to attain the desired object without a central establishment to collect the results of former investigations, and to direct and systematize the various efforts and enquiries made by local bodies and private persons, as well as by the Government itself. These views were communicated to the Duke of Argyll. It was added that there was no one so well qualified for superintending the operations as Major-General Cunningham, who was then in England; and that if that gentleman would accept the post of Central Agent or Director for a few years, it would give an impulse to the study of Archæology, and make the future working of the scheme comparatively easy.

On the invitation of the Secretary of State, Major-General Cunningham accepted the appointment of Director General of the Archæological Survey in India for five years; and the Governor-General in Council considering that the time had arrived for deciding on some fixed and definite system of archæological research, which might be steadily prosecuted year by year in such a method as was likely to be productive of the most useful results, issued the following Resolution:

"Although much has already been done by previous inquirers, still more yet remains to be accomplished; for the efforts of private individuals, which are entirely dependent on opportunity and inclination, are necessarily unconnected and desultory. What is now required is a complete search over the whole country, and a systematic record and description of all architectural and other remains that are remarkable either for their antiquity, or their beauty, or their historical interest.

"To carry out these views, General Cunningham's attention should be directed to two principal objects—*first*, the preparation of a brief summary of the labours of former inquirers, and of the results which have been already obtained. Much valuable information exists in the researches and journals of the different Asiatic Societies; but it is so scattered over several hundred volumes, many of which are rare and expensive, that it is now practically accessible only in large public libraries. A brief record of what has already been done would save present

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inquirers the loss of much precious time in the measurements and description of many of the finest monuments of India. *Secondly*, the preparation of a general scheme of systematic inquiry for the guidance of a staff of Assistants in present and future researches. The scheme should indicate what has already been accomplished, and what remains to be done. It should give clear and detailed instructions as to the nature and amount of information, as well as to the style of illustration required for all known remains. It should also lay down the order in which these researches should be followed up, by forming into different compact groups all the places to be visited, so that as little time as possible should be lost in travelling.

"A report of each year's proceedings should be drawn up by General Cunningham, and submitted before the commencement of the next year's operations. This report need not be accompanied by any long detailed drawings and illustrations, but it should indicate clearly the nature and amount of work done during the year, and should state generally the value and importance of the information acquired. The collection and arrangement of the materials contained in these annual reports, with the results obtained by former and independent inquirers will form another branch of General Cunningham's duties. This work cannot be begun for some time, but the object should be kept steadily in view. It is, therefore, desirable that the efforts of some of the Assistants should at once be directed to the completion of our knowledge of the older remains of India, so that the Archæological Survey may be able to publish a volume of Buddhist and other antiquities at an early date."

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"As regards the establishment to be entertained, although the services of one or more European Assistants may prove indispensable, His Excellency desires that, so far as possible, intelligent Natives may be employed in and trained to the work of photographing, measuring, and surveying buildings, directing excavations, and the like; while as regards deciphering inscriptions, it seems probable that Natives may be found better qualified to do this work than many Europeans, whose services could be at present secured for such employment in the Department."

It has been necessary to give a detailed account of the instructions issued to General Cunningham on the institution of the Department, inasmuch as the results obtained during his administration have been adversely criticised by the witnesses who favored the Sub-Committee with their opinions.

During General Cunningham's administration, twenty-two volumes of reports were issued, which, with the exception of the two first compiled by him before his appointment, the Sub-Committee is informed, contained much trivial narrative and crude theory, the work of his inexperienced Assistants. General Cunningham's operations were mainly, if not altogether, confined to Northern India. In 1880, Major H. H. Cole, R.E., was entrusted, for a period of three years, with the work of conservation of ancient monuments in India. Major Cole's appointment lapsed in November 1883. In 1885 General Cunningham resigned his appointment. Meanwhile, in 1873, Dr. Burgess, C.I.E., the present Director of the Department, was invited to undertake the survey of the monuments of Western India, and report on their condition. Dr. Burgess had been trained as an architect, but had been obliged by the condition of his sight to relinquish the profession and betake himself to science and educational work. Between 1861 and 1873 he had devoted much attention to Indian architectural antiquities, and published several works on the subject. The districts assigned to him were the Bombay Presidency with Sind, the Berar, Hyderabad, and the Central Provinces. Dr. Burgess carried on these operations independently of any control by the Director General of the Archæological Survey of India.

In 1881 the survey of Southern India was also placed under the direction of Dr. Burgess.

In view of the pending retirement of General Cunningham, the Governor-General in Council decided on the reconstitution of the Department in a Resolution No. 2—87-103, dated 6th June 1885, which recognized the objects of the Department as being the "further survey and conservation of the ancient monuments of India, and the acquisition and translation of ancient inscriptions." It was determined that, for the future, the work of exploration and conservation, which had been separated during the engagement of Major H. H. Cole, should be consolidated to the extent and in the manner explained in the Resolution. Excluding the Madras and Bombay Presidencies, where the existing arrangements under Dr. Burgess were to remain unaltered, the remaining Provinces of India were apportioned for the purposes of the Department into three divisions—(1) the Punjab, with Sind and Rajputana; (2) the North-Western Provinces and Oudh, the Central India Agency, and the Central Provinces; and (3) Bengal, with Assam and Chota-Nagpur. The object of the adoption of these divisions, to each of

which a small independent survey party was to be assigned, was to concentrate the operations of each party within a clearly demarcated area, and avoid the difficulties which had been found to arise from the operations in different parts of the same Province having been entrusted to separate management.

It was, however, recognized that it might be necessary for certain scientific purposes, such as the classification of the architecture of a dynasty, that a survey party should carry its work beyond the limits assigned to it, and it was declared that the institution of divisions was not intended to interfere with such proceedings if they were deemed necessary by higher authority. It was observed that provision had not been made for extending the operations of the Department to the territories of His Highness the Nizam and the Hyderabad Assigned Districts; but, in view of Dr. Burgess' acquaintance with the country, it was thought that arrangements might thereafter be made for the prosecution of the survey in Hyderabad by the Bombay party after it had completed its work in that Presidency.

The strength of each survey party was fixed on the following scale :—

Surveyor on	Rs.	600—25—700
1 Assistant Surveyor	„	300—25—400
1 Draftsman	„	180—10—220
1 Writer on	„	50

To each party there was also assigned an allowance of Rs. 920 a year for contingencies, and Rs. 2,000 for travelling allowances. Dr. Burgess was constituted the head of the entire Department, but was to continue to carry on also the detailed work in the Madras and Bombay Presidencies.

The Surveyors were required not only to conduct the work of survey, but also to advise as to the various monuments of antiquity or interest which might require to be preserved or restored. It was directed that the necessary repairs should be carried out under the general supervision of the Surveyors by the Public Works Department of the several Local Governments and Administrations, with whom the primary responsibility for conservation would remain as it then was. The Surveyors were to be on the footing of professional advisers to the Local Governments, with the right of initiating suggestions and calling attention to requirements. They were ordered to keep the strictly archæological portion of their work entirely separate from that relating to conservation, and to submit schemes for the preservation or restoration of monuments directly to the Local Governments concerned; and the Local Governments were to carry out any approved schemes in the Public Works Department with such money as they could make available for the purpose, supplemented by any grant-in-aid which the Government of India might be in a position to contribute. Each Surveyor was required to prepare in communication with Dr. Burgess, and to submit for the approval of the Government of India through the Local Governments concerned, before the commencement of each field season, a programme of the operations he proposed to undertake, and at the end of each season an annual report of the work done by his party. It was expressly ordered that all arguments and speculation based on the spelling of names, and similar considerations as to the identity of persons, places, tribes, &c., should be avoided, and that the report should be restricted as much as possible to a clear and accurate account of facts and discoveries.

Other arrangements having been made for preparing and editing the texts and translations of ancient inscriptions, which will be presently noticed, the Surveyors were directed not to attempt to translate any inscriptions which they might find, but to keep registers of them in the form prescribed, and of all inscriptions, whether on stone or copper, which might come to their knowledge, filling in particulars of the date or dynasty to which they were attributable only so far as they found themselves able to do so with a fair amount of certainty. They were also directed to send information to the Epigraphist to the Government of India as soon as a new inscription was found, with a full statement of the details necessary to enable that officer to study it, if he thought fit to do so.

In a Resolution No. 5—95-113, dated 15th March 1886, it was observed that, in the Resolution last before cited, no detailed explanation had been given of the relations in which Dr. Burgess would, as head of the entire Archæological Survey of India, stand towards the Circle Surveyors and the Local Governments, and that it appeared to the Governor-General in Council that, so far as the actual work of survey was concerned, it would conduce to efficiency if Dr. Burgess were recognized as occupying the position of Director General of the Department, and the local Surveyors were made directly subordinate to him; and, moreover, that, as the cost of the survey was entirely Imperial, it was essential in the interests of economy that there should be one executive head of the Department responsible to the Government of India for exercising a detailed professional check over the work done by the local Surveyors. At the

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same time it was considered desirable that the Local Governments should have every opportunity of knowing and of expressing an opinion upon the survey operations affecting their respective jurisdictions. It was therefore decided, in supersession of all previous orders, that all correspondence of the Archæological Surveyors, all estimates of expenditure, programmes of work proposed or reports of work done should in future be addressed to Dr. Burgess as Director General of the Archæological Survey of India, but should be forwarded through the Local Government under flying seal. Permission was accorded to the Local Governments, before forwarding correspondence so transmitted, to record any remarks or suggestions that might seem called for, and the Director General was prohibited from overruling or setting aside any such remarks or suggestions without a reference to the Government of India. Power was given to the Director General to make any modifications he might from time to time think fit in the subordinate establishments attached to the several survey parties, provided that the expenditure sanctioned for each circle was not exceeded and that his action was reported for confirmation by the Government of India.

As to the conservation of monuments, the orders of the Resolution of June 1885 were confirmed with the following additions : that a small provision, not exceeding Rs. 50 monthly, might be made in each Surveyor's budget for clearing out jungle growth, or performing such urgent petty works of conservation as might most conveniently be carried out by his party when surveying a monument ; and that to secure for the Local Governments the best available advice in respect of such matters, communications addressed by the Surveyors to the Local Governments regarding schemes of conservation should be sent under flying seal through Dr. Burgess, who should be at liberty to call for any further information which seemed to him necessary, and should, when the case was complete, forward it to the Local Government with his own remarks, criticisms, and suggestions.

In October 1885, it appeared to the Government of India desirable to consider the arrangements to be made for the prosecution and completion of the Archæological Survey work in both the Madras and Bombay Presidencies, in order that a definite scheme might be laid down for the completion of the work within specified limits both as to time and cost. Dr. Burgess was accordingly requested, in consultation with the Governments of Madras and Bombay, to submit complete proposals for both Presidencies, bearing in mind the absolute necessity of restricting the cost to the lowest figure consistent with reasonable progress and efficiency. Dr. Burgess reported that much work still remained to be done in the Madras Presidency, and that it was not possible to estimate with any degree of certainty the period within which it was likely that the survey would be completed. He, therefore, proposed that the Madras Archæological Survey should be carried out somewhat on the same plan as the Archæological Survey of Northern India, the arrangements to be made for prosecuting the work being fixed for a term of five years, and being subject to reconsideration at the end of that period; that the work of conservation should be combined with that of survey, the duty of the archæological survey in the matter of conservation being restricted to suggestion, and the actual execution of conservation work being carried out by the Provincial Public Works Department.

Dr. Burgess estimated that the field work in the Bombay Presidency would be completed in five seasons, including the then current season, and that if the services of Mr. Cousens, the First Assistant, and of the Draftsmen attached to his party were retained for office work, in six years from the date of his report the work of the Archæological Survey in the Bombay Presidency, exclusive of Sind, would be completed.

In a Resolution No. 4-90—94, dated 15th March 1886, the Governor-General in Council sanctioned grants of Rs. 20,000 to the Presidency of Madras and Rs. 18,000 to the Presidency of Bombay for the prosecution of the survey for a term of five years on the basis of Dr. Burgess' proposals.

In July 1881, the Director General of the Archæological Survey proposed that active steps should be taken for the systematic arrangement and translation of the ancient inscriptions which had been collected in various parts of India, and recommended the employment of Mr. J. F. Fleet, of the Bombay Civil Service, in the publication of the texts and translations. He estimated the probable duration of such a special appointment at about ten years. The Secretary of State on the 29th December 1881, with his Despatch No. 224 (Statistics and Commerce), forwarded to the Government of India a letter from the President of the International Congress of Orientalists held at Berlin proposing such an undertaking as had been suggested by the Director General of the Archæological Survey. The Secretary of State expressly recognized that the promotion of inquiry into the sources of history, which in India largely consist of the contents of ancient inscriptions, formed at least a secondary duty of an enlightened

Government, especially in a country where individuals with the means, leisure, qualifications, and tastes for such investigations were rare; but he cautioned the Government of India to judge of the proposal on a review of the whole expenditure that had been incurred in connection with Indian Archæology. The Government of India supported the proposal of the Director General for the appointment of Mr. Fleet as Epigraphist.

In a Despatch No. 146, dated 21st September 1882, the Secretary of State sanctioned the appointment of Mr. Fleet for a period of three years, and observed as follows: "To make the most of Mr. Fleet's service during the sanctioned period, it will be well that he should be authorized to employ Native scholars under his supervision, within some defined moderate limit of expense, to assist in the preparation of his materials. It has indeed struck me that a work of this nature is precisely one on which it would be most desirable to turn Native scholarship to account more prominently, and that among the many Native students who receive instruction of a high class in our various educational institutions, we might fairly look for some qualified to take an important part in such tasks. It may be that there are none available at present who are qualified to carry out such an undertaking independently. But I should be glad if one of the results of Mr. Fleet's employment during the next three years should be the training of two or three Native scholars in such habits of accuracy and critical judgment as should fit them hereafter for taking a prominent place in the prosecution of historical research."

The term sanctioned for Mr. Fleet's special employment as Epigraphist came to an end on the 13th January 1886, but was extended by the Government of India to the 31st May 1886, from which date, owing to financial exigencies, it was felt necessary to bring it to a close. In view of the discontinuance of Mr. Fleet's employment, the Government of India decided to arrange through Dr. Burgess for the deciphering and translation of inscriptions by experts in Europe and elsewhere; and, in its Resolution of the 15th March 1886, placed at Dr. Burgess' disposal an annual grant of Rs. 6,000, with effect from the year 1886-87, in order to meet charges incurred in connection with this branch of the work. In forwarding his proposals for the future prosecution of the archæological survey in the Madras Presidency, Dr. Burgess, in consequence of the suggestion of His Excellency the Governor, Sir M. E. Grant Duff, recommended that Dr. E. Hultzsch, a scholar versed in the Sanskrit, Pali and Dravidian languages, should be engaged to translate inscriptions in those languages, and to train Pandits to assist in the work. The Government of Madras concurred in this proposal, and also in Dr. Burgess' suggestion that the work of searching for Sanskrit manuscripts, for which an annual grant of Rs. 3,200 had hitherto been allowed, should be transferred to Dr. Hultzsch. The contemplated expenditure on Dr. Hultzsch's pay and allowances was included in the lump grant proposed for the Madras archæological survey, and the appointment of Dr. Hultzsch was approved by the Resolution of the 15th March 1886, and subsequently sanctioned by the Secretary of State. No separate allowance was sanctioned for Assistants to Dr. Hultzsch to be trained in Epigraphy.

The Department, as at present constituted, consists of the following officers:—

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1 Director General of Archæological Survey	1,500
Bombay Circle—	
1 Surveyor and Photographer	420—540
Madras Circle—	
1 Architectural Surveyor	350—500
1 European Epigraphist	400
Bengal Circle—	
1 Surveyor	625—700
1 Assistant Surveyor	325—400
1 Head Draftsman	180—220
North-Western Provinces and Oudh Circle—	
1 Surveyor	625—700
1 Assistant Surveyor	325—400
1 Architectural Assistant Surveyor and Head Draftsman	190—240
Punjab Circle—	
1 Surveyor	625—700

The Surveyor in the Bengal Circle is a Eurasian; the other officers in the Department are non-domiciled Europeans. The Madras Epigraphist, Dr. Hultzsch, and the Assistant Surveyor in the North-Western Provinces, Dr. Führer, are German scholars who were appointed for their reputation in Oriental studies. The Head Draftsman in Bengal is a Hindu. There are also

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employed in the Department twenty Draftsmen, principally students from the Schools of Art, of whom fifteen are Hindus, four are Mahomedans, and one is a Eurasian. The salaries they receive range from R30 to R65.

The Government of India having communicated to Mr. Fleet the suggestion of the Secretary of State as to the possibility of training Native scholars in such habits of accuracy and critical judgment as should fit them for dealing with ancient epigraphical records, Mr. Fleet, in a letter No. 7, dated 7th March 1884, addressed to the Secretary to the Government of India, Home Department, stated that he had been constantly on the look-out for some such men, both from the time when he first applied himself to that branch of study, and especially during the past year of his employment as Epigraphist, in order that he might take them in hand and train them and utilize them in his work, but that he had not up to that time met with any success. He observed that researches of that nature require not only a large amount of special reading beforehand, but also a thorough knowledge of English as well as of Sanskrit and other Oriental languages; and further a habit of criticism, which is of very rare existence among Native students, and which, where it does exist, can only be fully developed and turned to practical account by long and continuous exercise. He remarked that no attention was paid in the educational institutions of India to the study of Epigraphy and to researches into the ancient history of India; and that, consequently, the students on the completion of their education were almost invariably destitute of any inclination for such researches, or entirely unfitted to commence such researches with any practical result without a long preliminary study of what to them was an entirely new field of work. He considered that if he were to take such men in hand, he could train them only by forming regular classes and devoting several hours each day, with the result that he would have no leisure whatever for original work. He mentioned that the few Native scholars whom he regarded as at all fitted to begin such a course of training were men well advanced in years and in possession of positions and emoluments, which they could not resign for any appointments that could be offered them in connection with Epigraphy; and he came to the conclusion that the only feasible plan for meeting the wishes of the Secretary of State was the establishment in the Government Colleges of classes of selected students whom the Professors of Sanskrit should train in epigraphical and historical researches. He was of opinion that a sufficient variety of inscriptions had been published to enable the Professors to practise such students in the multifarious forms of alphabet in which Indian inscriptions are engraved, in the critical reading, transliteration and translation of inscriptions, and in the subsequent systematical arrangement of all the varied information, historical, political, religious, social, palæographical, linguistic, &c., obtained from the inscriptions. With such a preliminary training, he thought that a few students would be secured who would then be fitted to commence under him the more rigid study of critically examining newly discovered inscriptions, whether genuine or spurious, though ancient, and of translating and editing them in a proper scholar-like manner. The Government of India forwarded Mr. Fleet's proposals for the special training of Native students to the several Local Governments and Administrations, who took the opinions of their Educational officers on the project.

Mr. C. H. Tawney, M.A., Principal of the Presidency College, Calcutta, reported that he had consulted the Sanskrit Professor, Mr. Nilmani Mukerji, who thought that he would be able to acquire a competent knowledge of Indian Palæography in six months so as to undertake a training class, and who would be glad to commence a study of the subject if he were offered an addition, say of Rs. 100, to his pay. Mr. Tawney was, however, himself of opinion that it would be difficult to provide the Professor with pupils unless the authorities of the University were prepared to make Indian Palæography one of the subjects for the M. A. examination.

Babu Mahesa Chandra Nyayaratna, Officiating Principal of the Sanskrit College, Calcutta, observed as follows: "Epigraphy is a study which scholars, who have any real taste for archæological researches, may pursue without any help from teachers, especially in these days when several works on Indian inscriptions have been published, and it is possible to avail oneself of the labours of such consummate Archæologists as Prinsep, Rawlinson, Cunningham, and others. Dr. Rajendra Lal Mitra is a distinguished Archæologist and Epigraphist among Native scholars, and he owes the knowledge which he has of the art to his own exertions." He proposed the publishing, at the public expense, of a series of cheap but comprehensive text-books, containing all that had been done in this direction during the last fifty years. It would also, he thought, be desirable to open a class in Indian Colleges for the special training of a few selected students, but he doubted whether such a class would in the Sanskrit College be a success. The subject, he observed, included a much wider range than fell within the purview of Sanskrit Colleges, inasmuch as in India alone it would be necessary to deal with three classical languages,

Sanskrit, Arabic, and Persian, with all their dialects, and few Professors could grapple with them all. If the work were confined to Sanskrit, it would dwindle down to reading old characters; but, even if so confined, few of the Professors at the College had had practice in reading them, so that he feared that they would not be able to render any material help to students. He added that the senior students of the Sanskrit College, who alone were qualified to join such a class, were already so much weighted in the race for University distinctions by their special course of Sanskrit studies that very few would be willing to take up a new course of study. He expressed his doubt if any students of the Sanskrit College would, without additional inducements in the shape of prizes or scholarships, be willing to come forward to avail themselves of the advantages offered by such a class, inasmuch as a knowledge of the art would not materially improve their prospects.

Dr. A. F. R. Hœrnle, Principal of the Calcutta Madrassa, stated that, having had some experience in Epigraphy, he would be happy to undertake to form a class of selected students for the study of that subject; but as the conduct of such a class would consume a great deal of time in direct instruction as well as in previous preparation, and as his time was already fully occupied, he must either be relieved of a portion of his tuition work, or receive a special allowance for the additional work imposed on him. He mentioned that the Head Maulvi of the Arabic Department, Abdul Hai, possessed some experience in reading old Arabic and Persian inscriptions, and would be a valuable assistant to him; but, he observed, he had assumed that students would be forthcoming to form a class, and he thought that some difficulty might be experienced in this matter, as epigraphical studies might not, at first sight, appear sufficiently remunerative.

The Director of Public Instruction, Bengal, considered the most feasible scheme to be the formation of a special class under Dr. Hœrnle's superintendence, and he recommended that if Dr. Hœrnle were employed on the proposed duties, he should receive increased remuneration.

The Lieutenant-Governor of Bengal, in forwarding these replies to the Government of India, expressed an opinion that the Government would not be justified in imposing this extra duty with the extra expense involved in it upon Dr. Hœrnle, unless there was some indication of a desire on the part of Native students to enter upon that particular branch of study. He thought it possible that such a desire might be stimulated by ventilating the wishes of the Government of India through the medium of the public Press, and also by moving the University authorities to take action. He accordingly undertook to address the Senate of the University on the subject, with what result does not appear from the correspondence laid before the Sub-Committee.

Dr. G. Oppert, Professor of Sanskrit in the Presidency College, Madras, considered that it was not feasible to train selected students in epigraphical researches in that institution unless the B. A. curriculum were altered. He observed that the position of the Indian Government Colleges was inferior to that of the Continental Universities, so that a comparison between the two was inappropriate—the Government Colleges in India, as at present constituted, corresponding to the gymnasia in Germany. He recommended that the Senate of the Madras University should introduce in the historical branches of the B. A. and M. A. courses and in the linguistic branch of the M. A. course the necessary changes in order to meet the proposals of the Epigraphist to the Government of India.

Dr. D. Duncan, the Principal of the Presidency College, Madras, agreed with Dr. Oppert that the Government Colleges were not at present in a position to undertake the work. He, however, thought that, if provision were made for educating up to the M. A. standard of the University, something might be done in the direction proposed, but that in any case the co-operation of the University would be necessary.

The Syndicate of the Madras University expressed their opinion that Epigraphy might for the present be prescribed as a subject ancillary to history for candidates for the M. A. degree in branch V, and intimated that as soon as it was ascertained that there were candidates pursuing the study, the Syndicate would be prepared to prescribe it. They added that, when the resources of the University permitted them to do so, they would be glad to encourage the study by the foundation of a substantial prize.

Dr. P. Peterson, Professor of Oriental Languages in the Elphinstone College, Bombay, deprecated Mr. Fleet's suggestion that few Native scholars were trained to habits of accurate and critical judgment, and expressed his belief that a thorough knowledge of English as well as of Sanskrit and of other Oriental languages, with a habit of criticism, though not often found combined, were in India as often to be met with in a Native as in an Englishman, and he contended that a thorough knowledge of English was the very least of the qualifications required. He mentioned as an illustration that Pandit Bhagvanlal Indraji, Ph.D., who had to depend on others for getting his ideas and discoveries put into English, had done as much for the subject as other

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Archæologists who knew English better than they knew Sanskrit. As to Mr. Fleet's proposal he observed that he had no more leisure than Mr. Fleet to give classes of selected students the preliminary training suggested. He declared that the real cause of the difficulty which Mr. Fleet experienced lay not in the nature of the Native student, but in his circumstances, which compelled ninety-nine graduates out of every hundred in India, as soon as they had taken their degree, at once to turn to employment which would give them a livelihood. He pointed out that the course of studies prescribed at the college must be influenced by the University, and he expressed his conviction that any action the University might take would be confined to making the subject an optional one at the M. A. Examination, and that if it were not a compulsory subject, the Lecturer on Epigraphy would lecture to empty benches, as far as candidates for the B. A. degree were concerned.

Dr. R. G. Bhandarkar, of the Deccan College, professed himself unable to understand the reason for Mr. Fleet's failure to find suitable Natives to be trained for and utilized in Epigraphical Survey. Combating Mr. Fleet's opinion as to the necessity for a thorough knowledge of English, if it meant a greater knowledge of that language than was possessed by the Graduates in Arts, he maintained that an M. A. who had passed in Sanskrit, or a B. A. who had devoted special attention to Sanskrit, possessed an excellent knowledge of the language, and was thoroughly qualified to enter on the study of Epigraphy. He held that proof was afforded that a habit of criticism was not a rarity among Native students by the fact that many Native students had already distinguished themselves in the fields of Epigraphy, Archæology, and Sanskrit scholarship. He considered that a Sanskrit M. A. or a distinguished B. A. of the Bombay University could acquire such preliminary knowledge as was required in three, four, or five months; but that the subsequent training should be of the nature of that which an apprentice in any profession received from his master, and consequently that a Government College was not the place where it should be given. On the other hand, he expressed himself convinced that such a training could be given by the Epigraphist without devoting very much time to it, and he suggested a scheme which, he thought, would secure the result desired. He also suggested that if a separate Epigraphical Survey were established for the Bombay Presidency under Dr. Bhagvanlal, with three Sanskrit M. A.'s or distinguished B. A.'s as Assistants, not only would the work of the survey be accomplished in an exceptionally good manner, but the young Assistants would in a short time become competent Epigraphists and Antiquarians; and he recommended that the young men should be promised appointments in the Educational Department after the completion of the survey.

In forwarding these opinions to the Government of India, the Government of Bombay mentioned that one member of the Gazetteer establishment, Mr. Ratiram Dungaram, B.A., had done useful work in connection with inscriptions, and had enjoyed special opportunities under the well-known Bombay Epigraphist, Dr. Bhagvanlal Indraji; but that he was unwilling to take up epigraphical work with Mr. Fleet at the sacrifice of his prospects in the legal profession for which he was preparing.

The Government of the North-Western Provinces observed that in the Muir Central College the students looked solely to the University examinations, and expressed its fear that none of them would be willing to take up the subject of ancient Indian inscriptions. It was observed that if one or two were inclined and qualified to begin the study, there was no one in the college who could give the necessary guidance and instruction. It was added that in the recently revised Anglo-Sanskrit Department of the Benares College, there were a number of young men who were well advanced in Sanskrit and making very fair progress in English, and that a commencement would be made by encouraging some of the students to take up the study of the ancient Indian alphabets, and to advance gradually to the study of a collection of Indian inscriptions and to the decipherment and translation of the original inscriptions, by which means Mr. Fleet might in a year or so find two or three young men in the Benares College fitted for the future training he proposed to give his Assistants.

The Lieutenant-Governor of the Punjab was of opinion that Mr. Fleet's suggestions were impracticable, at any rate as regarded the Punjab, in which Province ancient inscriptions, he believed, were few in number.

Dr. E. Forchhammer, Archæologist in British Burma, observed that the history of Burma could be completely recovered from stone inscriptions written in Pali. He proposed a scheme for Pali studies in the Rangoon College, and proceeded as follows: "Epigraphical research, with its many collateral inquiries, necessitates, for the elucidation of the lithic records in Burma, a study of the history and graphic development of the alphabets of India, especially the branch of the Asoca alphabet, of the history of Buddhism and Brahmanism in India and ultra-India, and of the inscriptions of Java, Kambodya, and Burma, written in the Mun, Burmese, Pali, Sanskrit,

and Kambodyan languages, of the history and languages of the nations and tribes from the Bay of Bengal to Thibet and the east of China. The European scholar will receive the best help from Native colleagues well trained for the work and possessing the enviable advantages of a thorough knowledge of living Native tongues and still preserved traditions. As a member of the Rangoon College staff and while travelling in the interests of Archæology, I have on many occasions observed the keen interest my pupils and other Native students took in archæological pursuits; my oldest disciple I have won entirely for that work, and he is my Assistant. I feel confident there will be no lack of material for training, and that in course of time efficient Native scholars will be gained for original epigraphical studies in Burma."

The Chief Commissioner of British Burma accepted Mr. Fleet's plan as the most practical method of training Native scholars, and promised to make arrangements, as far as possible, to carry out the scheme sketched by Dr. Forchhammer, when funds for such a purpose were available.

Mr. J. Wilson, Inspector of Schools, Assam, considered that Mr. Fleet's proposal for forming special classes at Government Colleges was a good one; but it appeared to him that the practical difficulty would be to make these classes attractive. He observed that Native youths, as a rule, look on education as a means of gaining a livelihood, and that in the shortest time possible; that most youths with good prospects of passing out well at an examination gave up their studies for some paltry employment, and thus ruined their after-career; and that the inducements offered to undertake a long and arduous course of study, so as to fit them for archæological work, must be indeed great to induce a really good youth to select this work as a means of living. Another difficulty, he observed, was that the Professor of Sanskrit in a college had already as much work as he could attend to, and that, unless relieved of some of his present duties, he would not have time to attend to a special class.

Mr. J. B. Lyall, C.S., Commissioner of Coorg (now Lieutenant-Governor of the Punjab), approved of Mr. Fleet's proposal to establish classes of selected students under Sanskrit Professors, but considered that it would be necessary to establish scholarships for the selected students and create a certain number of appointments, for which they would compete after passing through the course; without that assistance the Professors would find it impossible to get students to enter the classes and persevere in the course of study.

Mr. L. C. Rice, C.I.E., Director of Public Instruction in Mysore, expressed his opinion on Mr. Fleet's proposal as follows:

"Every one engaged in deciphering the ancient inscriptions of India, or otherwise concerned with the antiquarian records and monuments of the country, would, I feel sure, be only too glad to utilize the services of qualified Native scholars, if any such were forthcoming, for that kind of work; but my own experience, I regret to say, coincides with Mr. Fleet's in having failed to meet with any.

"Special knowledge of the kind required will always be very rare, and however desirable it may be that special knowledge of many kinds should become general, it is not in the nature of things that it should. I do not, therefore, anticipate much result from the proposal to train classes of selected students in the Government Colleges for the work now under consideration. In the first place, the Professors themselves may not have much knowledge of, or feel much interest in, the subject, and then the candidates who show most aptitude for the work will certainly find more lucrative fields of employment than Archæology is likely to offer. At the same time there is no reason why the Universities should not in their higher examinations require an acquaintance with the antique forms and characters of the Indian classical or vernacular languages in which the candidates may come up.

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"For the purpose immediately under inquiry, however, the only hope, it appears to me, lies in carefully selecting promising young men to be attached to the Archæological Survey, some of whom may in time catch the spirit of such inquiry and turn out Archæologists qualified by practice and experience."

Having collected these opinions, the Government of India came to the conclusion that the adoption of Mr. Fleet's proposal regarding the promotion of palæographic classes in Sanskrit Colleges was not practicable; that the time of the Professors was already fully occupied with their ordinary duties, while it was doubtful whether, if classes were formed, students would under present circumstances be forthcoming to attend them. It appeared, however, to the Government that there was a general agreement that the Universities might with advantage be moved to make Indian Palæography an optional subject for the higher degrees, and it intimated its desire that the Governments of Madras, Bombay, Bengal, and the Punjab should

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move the Universities of their respective Provinces to consider what steps should be taken for attaining this object. At the same time it was suggested (1) that a special prize of Rs. 500 should be offered by the Local Government annually at each University to the student who acquitted himself best in the subject, if he were recommended for it by the Examiners. It was anticipated that this prize would probably be supplemented by the liberality of private gentlemen interested in the subject. It was resolved (2) that an annual prize of Rs. 500 should be offered for the best collection of inscriptions, with a critical essay on them, by a *bonâ fide* graduate, under 30 years of age; and, in order to encourage the study of Epigraphy among the Surveyors and Assistant Surveyors of the Department, sanction was given to (3) the grant of a reward of Rs. 500 to any employé of the Department who should qualify in Epigraphy within two years after the date of his appointment to the Department (Resolution No. 4—153-66, dated 11th August 1885). By a subsequent Resolution, No. 1A—17-33, dated 18th January 1886, the Governor General in Council, at the instance of Dr. Burgess, extended the benefit of the reward of Rs. 500 to any employé of the Archæological Survey who should qualify in Epigraphy at any period of his service in the Department. It was declared that the reward would be given "for a competent knowledge in any one or more of the ancient languages of India," but could not be earned more than once during service.

In a Despatch, No. 104 (Statistics and Commerce), dated 30th September 1886, the Secretary of State observed: "I consider that the suggestion contained in Lord Hartington's Despatch (of 21st September 1882, No. 146) is applicable to the Archæological Survey as a whole, and that the nature of the work makes it specially suitable for the employment of Natives. If Your Excellency agrees with this view, you may think it advisable to issue instructions accordingly to Dr. Burgess and to the local Surveyors."

These observations of the Secretary of State were communicated to Dr. Burgess, who replied as follows:

"I would venture to point out that it has been my constant practice in the surveys of Bombay and Madras to employ Native Assistants as far as practicable, and, in the Drawing Department especially, the results amply show that, with proper training, Native Draftsmen can be taught to do excellent work on very moderate salaries. Had the appointments in Northern India not been filled up before I was consulted in December last, I should have proposed that, as far as practicable, instead of European Assistants and Head Draftsmen, a larger number of Native students from the Government Schools of Art should be encouraged to enter the Survey, and be trained as Draftsmen. In translating inscriptions, I have found Native scholars like Pandit Bhagvanlal Indraji, Ph.D., most useful, and with patient training others might be taught to do very valuable work. In the Survey generally, so far as opportunities permit, I shall be most happy to continue to employ Natives wherever I can secure suitable men."

In answer to a question from the Government of India whether he had any measures to suggest for the promotion of the study of Archæology and Epigraphy by Natives of India further than those summarized in Home Department Resolution No. 4—153-66, dated 11th August 1885, Dr. Burgess adverted to a condition in the agreement with Dr. Hultzsch requiring him to do his best to train and instruct in Epigraphy the Natives and others who might be placed under him, or might be working under him, and observed that he had consulted Dr. Hultzsch on the matter, and found that if a salary, Rs. 50 or 60, were only provided for a young Native with a natural taste for Epigraphy, having some knowledge of Sanskrit, and well acquainted with at least two of the Dravidian languages, he would be glad to employ such a man as an Assistant, affording him full facilities for acquiring a larger practical knowledge. He added that he had not had the opportunity of consulting Dr. Führer, but he could hardly doubt that he also would similarly be ready to train a Native Assistant in practical Epigraphy. He expressed his opinion that the principal obstacle was the financial one, the best educated Natives expecting higher salaries; but he considered that younger men, who had not attained the highest University honors, might do well in the Department, if they had a taste for this branch of the work. He stated it was his intention to give a share of the work at his disposal to Professor Ramchandra G. Bhandarkar, M.A., Ph.D., and to Pandit Bhagvanlal Indraji, Ph.D., both of whom were highly qualified Epigraphists.

From the evidence of Dr. Hultzsch, it further appears that Dr. Burgess arranges the programme of the Epigraphist on an intelligible principle. He does not profess to exhaust the numerous inscriptions of each district in geographical order, but to collect as large a number as practicable on a tour, and to edit and publish the more important exemplars as specimens of the age and dynasty to which they belong. It is known that in the inscriptions of a dynasty the same formulæ are generally more or less adhered to in each; and when

typical examples have been edited and illustrated in a scholarly fashion, they form the best of all guides for students in the translation of other epigraphs of the same dynasty. Of course the Epigraphist, when on tour, collects many inscriptions which are not of this special class, and it would be unwise to throw aside any he has copied that might be otherwise useful in any way historically, palæographically, or otherwise. Dr. Burgess also applied for the small share of the Bombay grant for Sanskrit manuscripts, which for some years previously had been placed by his own and Dr. Bühler's recommendations at the disposal of Mr. Fleet for the collection of fac-similes of inscriptions. This money he proposed to apply to the reproduction of copies of inscriptions for the use of scholars in Sanskrit Colleges, thus forestalling the idea of Professor Bhandarkar for early publication. The money, however, had been otherwise applied by the Bombay Educational Department. To secure that the translation of inscriptions shall be available for historical inquirers at the earliest moment, he sends the greater number of the fac-similes to those scholars who translate the most promptly.

Local officers are required to communicate information as to all discoveries of inscriptions directly to the Department, but they are at perfect liberty to afford the same information to any private individual or scholar if they choose. All private assistance is welcomed; but inscriptions communicated to the officers of the Department have necessarily a much better chance of ultimate publication than if sent only to an individual. Immediate publication of copies of all inscriptions would, he thinks, be a very expensive, and probably not a very fruitful, experiment.

The Departmental Member, Dr. Burgess, in the note with which he has favored the Sub-Committee, makes the following observations respecting the qualifications required in the Department, and the capacity for employment in the Survey of Natives who have received the ordinary collegiate education available in this country: "The technical and professional requirements of the Department seem but little understood. Archæology is a science not of hypotheses, but of pure observation and logical deduction, and as such it requires special knowledge and acquirements of a high order. Some of the branches, such as Epigraphy and Numismatics, belonging partly also to history, may be pursued as separate studies, both requiring (in India) a knowledge of Sanskrit, Pali, Arabic, and other languages, as well as of Palæography and history. But for the illustration of Archæology proper or ancient monuments, which is the special field-work of an Archæological Survey, a different range of acquirements is essential, including a large knowledge of Indian architecture in its varied styles and periods, to enable the Surveyor to fix with the accuracy of an expert the age of each temple, &c., examined; also the trained judgment to select and make the drawings necessary to illustrate its characteristic points—not to multiply drawings without scientific purpose. Then a considerable acquaintance with the religions, sects, mythologies, &c., is necessary to the discrimination of the original purpose of various buildings, and also the technical knowledge to describe them accurately in the reports. From the above it will appear that two distinct classes of acquirements are necessary, but which are rarely united in the same individual, *viz.*: those of the architectural critic and surveyor and of the specialist in Oriental studies. If, however, the Orientalist can rarely be expected to possess the technical acquirements of the surveyor, the qualified architectural surveying archæologist may provide most of the materials—fac-similes of inscriptions, drawings, &c.,—on which the scholar can work almost as effectively in his study as if he had himself made them in the field. Still there are drawbacks that could only be supplied by having the qualifications combined either in one man or by two men in one survey."

"The classes that are fitted for efficient work in the upper grade of the Department are, therefore, architects and Orientalists, both with special knowledge of antiquarian research. As yet we have no Native architects with that full acquaintance with the practical details of surveying and the methods and habits of accurate delineation, and with that knowledge of the growth of Art that are essential to qualify them for Archæologists; nor have we any marked class of Epigraphists and students of the other branches. Single individuals of high merit exist, but only individuals who by bent of genius and application have acquired the necessary knowledge. A baker has become a great Botanist and Geologist, but Naturalists generally receive a special training. And since the great importance of scientific Archæology was recognized in Europe, University and other lectureships and special museums and archæological institutions at Rome and Athens have been established, to which students of high classical attainments are sent to receive instruction in Art, Architecture, Epigraphy, and the other branches of this science. In India no such means of instruction exist. As a step in this direction, the Government of India has of late offered prizes and asked the Universities to encourage the study of Epigraphy. Now it should not be forgotten that in Europe it is the young scholar, who has already taken a high

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place in classics, that begins to study Epigraphy and similar branches. Without the first the study of these would at best produce a pedant. So in India, without a very accurate knowledge of Sanskrit and Prakrit as a preliminary, the serious profitable study of Epigraphy is impossible. The conditions of study, too, in India differ from those in Europe. As yet the Indian student learns in order that he may get a well-paid appointment. Rarely is much time and money spent on education with a view only to the pleasures of knowledge. A Hindu who should learn Sanskrit, Pali, and Arabic with Epigraphy would in this nineteenth century demand a much higher salary in the Archæological Survey than (say) a young German Professor of even wider culture. It may be different a century hence. By all means let the study of Epigraphy be encouraged as an extra *honor* subject, and by giving the Archæological Epigraphist one or two promising young men as Apprentice Assistants. But let us beware of fostering charlatanry by supposing that under-graduates can take up the study in earnest. But when a Hindu breaks away from the ordinary course and really qualifies himself as a sound Archæologist, let him have all reasonable encouragement and employment. In the practical field work of delineation, photography, taking of fac-similes of inscriptions, &c.—when under proper instruction and supervision—I could not desire better Assistants than Native students but only then from the Schools of Art; and the Survey, by giving employment to these students, is perhaps doing a real service. They are trained in a very practical way, and in processes they do not often learn in the schools. Then from the Surveys they often get better-paid appointments, and every one who rises from the Survey stimulates the rest, and a fresh student can be drafted in. The work itself, too, is an Art education for these young men, and, in proportion to their number, this ought to have some influence on the future of Art in India."

The only witness who offered himself for examination in the Bengal Presidency was Mr. G. D. Beglar, Archæological Surveyor of Bengal. Mr. Beglar, who had qualified himself as a Civil Engineer in the Engineering College, now known as the Seebpore College, and who had been appointed an Assistant Engineer in the Public Works Department, accepted the appointment he now holds when he had attained the 1st grade of Assistant Engineers. Mr. Beglar advocated the employment as Surveyors in the Archæological Survey of Native gentlemen of high caste, and especially of Brahmans, because they can enter the most sacred recesses of the temples, and, being Natives, would take the greatest interest in the antiquities of their country; he allowed that there are no institutions in which Archæology is sufficiently taught, and that instruction must be obtained in the Department itself; and he advised the selection of Natives of the class he had mentioned from the officers of the Public Works Department because he considered the technical knowledge which must be acquired by officers of that Department supplies a necessary groundwork for Archæological training.

The reputations of Mr. F. S. Growse, C.S., C.I.E., of Dr. Rajendralal Mittra, Bahadur, C.I.E., and of Mr. J. P. Kipling, C.I.E., are so eminent in the schools of Indian Art, that the Commission will desire to consult for itself the notes which these gentlemen have been good enough to transmit to the Sub-Committee on the subject of the present inquiry, and the Sub-Committee could do but imperfect justice to them by summarizing them. It may, however, be noted that Mr. Growse argued that the departmental system is disadvantageous to secure the results contemplated by the Government, and advocated the abolition of the Department, so as to set free funds for the engagement of specialists, for the patronage of special literary undertakings, and for the important business of monumental conservation. He was of opinion that in all the higher, or rather the purely literary, branches of Archæology, such as epigraphy, translation, and historical discussion, though Native assistance will often be of great value, the work must mainly be done by European scholars; on the other hand, he considered that architectural restorations should be conducted almost entirely through Native agency, inasmuch as the masons' guilds have a far more exact traditional knowledge than is often supposed of the different indigenous styles of earlier and later date, and, when they please, can reproduce their characteristic features with more facility and aptitude than the best-read European. At the same time, while he would minimize interference with Native workmen, he insisted that some European supervision is absolutely necessary; otherwise they are likely to exceed the limits of conservative restoration and to introduce modern improvements of their own. In addition to architects and builders, he considered that Natives are also, as a rule, to be preferred to Europeans as Archæological Draftsmen. He maintained that if they have been trained in their fathers' workshops, and not in a Government school, they have a freer touch, and, with somewhat less of a mechanical accuracy, are really more truthful in their reproduction of the *nuances* of Oriental design.

Dr. Rajendralal Mittra observed that the knowledge necessary for an Archæological officer employed to carry out the scheme proposed by Lord Canning when sanctioning the Archæological Department, includes extensive knowledge of Indian history, historical criticism and Indian

classics, surveying, architecture, fine art, drawing, numismatics, photography, and epigraphy. He admitted that all these branches of knowledge cannot be readily found in perfection in any one individual, and that it would indefinitely postpone all archæological research if the Government were to wait for the discovery of such an exceptional person. He also allowed that it is unnecessary that all the different branches should be mastered to perfection before any inquiry can be undertaken; that some of the branches are of higher relative importance than others; and that in Archæology, as in other scientific inquiries, a great deal may be effected by division of labour. But after specifying the special qualities required for the different branches of archæological inquiry, he maintained that no man can be fit for archæological research who is not possessed of a high order of historical acumen, thoroughly trained by long practice, and, above all, a natural zeal for work of this kind, and a disposition of mind which takes delight in such research. He observed that work like that of the Archæological Survey can be done only once for all; and if it is not done well, it is entirely worthless;—indeed, that it is worse, for it produces an amount of error that entirely confounds history. Holding these views he advocated the utmost caution and circumspection in the selection of officers for the Archæological Department. He contended that no person should be appointed who is not fully qualified, both by training and past experience, to discharge the duties of the Department without requiring any apprenticeship, and he pointed out that, in this view, the appointments must be made by selection, and not by competition. He added that the Department is of so technical a character that the question of claims to service of particular sections of the community cannot be permitted to have any influence in connection with it.

Mr. Kipling observed that the results of archæological inquiry in India might be of the greatest value to scholars engaged in historical research, but they are worse than useless if they are not the work of men of first-rate scientific authority. He believed that, at present, no reasonable doubt exists that Western scholars are the best Archæologists, and that, to serve any useful purpose, the direction of the Indian Survey must be in their hands. Regarding Archæology in its relation to architecture, he maintained that the most valuable help that can be rendered by Natives of India is the reproduction by measured drawings of ancient monuments. He considered the *mistri* and artisan classes admirably fitted for this important work; and inasmuch as they have a natural affinity for constructive design, he thought it probable that the Indian architects of the future will come from this class. He asserted that men of these classes trained in the Schools of Art at Bombay and Lahore have done, and are now doing, excellent work, and he maintained that their employment on a more extensive scale would be of great advantage for educational and other purposes. Confirming the opinion expressed by Sir Charles Aitchison, he stated that, while in Bengal and Western India scholars of Native birth have shown themselves capable of good work in Palæography and kindred studies, there is in the Punjab a total absence of interest in the literary phase of the study of antiquities. Seeing that it is possible to inspire men belonging to the constructive race with some appreciation of the branches of old architectural forms, he thought it possible that the clerkly classes might similarly by instruction be led to take an interest in the scholarly branches of the subject. But inasmuch as this kind of study more than any other demands for its successful prosecution special tastes and distinct natural aptitudes, the present circumstances of the Punjab are, in his judgment, highly discouraging to the prospects of Achæology.

At Poona, Dr. Bhandarkar, PH.D., C.I.E., Professor of Oriental Languages in the Deccan College, was invited by the Sub-Committee to favor them with his views respecting the Department. Dr. Bhandarkar referred to, and approved of, the order of Government discontinuing the employment of Mr. Fleet as Epigraphist; but though he did not object to, he did not approve of, the grant of Rs. 6,000 to Dr. Burgess to defray the cost of translating inscriptions, it being left to Dr. Burgess to select the translators. Dr. Bhandarkar considered that the Department should confine itself to securing accurate descriptions of ancient monuments and copies of inscriptions, and the publication of such descriptions and copies, and that scholars who devoted themselves to any branch of Archæology or to the antiquities of a particular district would be induced, by the desire of fame, to undertake translations, and would be in a very slight degree influenced to do so in view of a pecuniary reward. He considered that the sum of Rs. 6,000 would not go far to assist students in prosecuting their inquiries by the payment of their expenses, and he considered it objectionable that the selection of translators should be left to the Head of the Department. He complained that all the inscriptions are sent to Germany for translation.

He considered that only those Native scholars would devote themselves to Archæology who had an enthusiasm for it, and that the science could not be adopted as a remunerative

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profession. He was aware that the Government, in order to secure the appointment of Natives to the Department, had moved the Universities to encourage the study of Palæography and Epigraphy. He considered acquaintance with these sciences necessary for a student who was required to determine the date of an ancient inscription; but he maintained that no student under the degree of B.A. should take up these subjects, for until he had acquired a high degree of knowledge in history and philology, he could not become a qualified Epigraphist. He repeated his opinion that the action of the Government should be limited to the survey and conservation of ancient monuments, and the affording such assistance as it was in its power to do to scholars of established reputation, who desired to publish their discoveries. He objected to the order of the Government of India which directed local officers to communicate all newly-discovered inscriptions forthwith to the Director of the Archæological Survey, because it had had the effect of preventing altogether the publication of such inscriptions. He recommended that the same orders should be issued as were issued respecting inscriptions discovered by the Department, *viz.*, that they should be immediately published, so that any scholar who desired to do so might apply himself to decipher them.

The Archæological Survey in Madras consists of two branches—the Survey, which is under the direction of Mr. A. Rea, and the Epigraphical branch, which is under the direction of Dr. Hultzsch. Mr. Rea, who appeared as Departmental Member, has on his staff six Draftsmen, one Clerk, and two Peons, all of whom are described as "caste Natives."

Mr. Rea considers that, both for the survey of ancient buildings and for the work of conservation, it is necessary that the Surveyor or Reporter should be a trained architect, who is well versed in the principles which guide the development of architectural styles: that a person who does not possess this knowledge would be likely to disregard the minute details which largely assist an architect in classifying a building according to its architectural style and in assigning a date to its erection, nor could he prepare a set of drawings to show the chronological sequence or development of an architectural style; and that a similar want of knowledge might lead a restorer to destroy all in a building that was of archæological interest.

Mr. Rea observes that Natives have not as yet taken sufficient interest in architecture to visit Europe for instruction in that art, and that as it cannot be obtained in India, a trained European must, for the present, be placed in charge of each survey party, if work of any scientific value is to be accomplished, and injury to ancient monuments is to be avoided.

Mr. Rea states that the number of ancient buildings and inscriptions in Southern India which have escaped attention, even in districts in which attempts have been made to secure an enumeration of them, is very great. He deprecates the suggestion that the Surveyors should confine themselves to the tabulation and measurement of buildings, and should leave the classification and scientific description of them to *savants*. He considers that the Surveyor, if at all qualified for his work, while he is occupied in carefully observing, measuring, and delineating the details of a building, gains a truer insight into its history, and a truer appreciation of the style and period to which it belongs, than can beobtained by a mere inspection of the drawings, which, however careful and minute, cannot reproduce every detail.

He considers that the Draftsmen should always be "caste Natives," as they alone have access to the interiors of many temples; but he admits that they are unable to draw scientific deductions from the buildings they survey, and in practice he has found them fall into conspicuous errors. He observes that as Draftsmen they work well if supervised, but that without supervision they are wanting in accuracy, and are inclined to draw what they think should be found, and not what is found in the object they were required to copy. To render them efficient Draftsmen, Mr. Rea considers it necessary that they should be instructed at a school of Art in freehand, architectural, and geometrical drawing.

Mr. Natesa Sastri, who had formerly been a member of the staff, and had subsequently accepted an appointment in the Archæological Survey of Mysore, complained of the delay that had occurred in publishing inscriptions and translations collected and prepared by him, which he attributed at first to the ill-health and afterwards to the increased duties of the Head of the Department. He expressed his opinion that, having regard to the large proportion of Tamil and Telugu inscriptions in Southern India, an Epigraphist should have been appointed who had a thorough knowledge of Tamil and Telugu in all their dialectic variations, and he asserted that no one who is not a Native is competent to undertake the work. Moreover, he pointed out that only Brahmans and Sudras of the better caste are permitted to enter the most sacred chambers in the temples where the most valuable inscriptions are to be found, and he added that these inscriptions are so often mutilated that an accurate idea of the defaced letters could be obtained only from an actual inspection. Hence he argued that only the higher caste Natives can efficiently discharge the duties of an Epigraphist in Southern India. He also complained that

no system is observed in the collection of inscriptions, and that the work is carried out imperfectly, at one time at one place, and at another time at another. He urged that the results obtained should be published annually and at a price to place the publication within the means of Native scholars.

He regarded the existing staff, one Epigraphist and an Assistant, as insufficient to accomplish the work to be undertaken in Southern India within a reasonable period. He recommended the employment of two Native Epigraphists on salaries of Rs. 250—500 each, one to be employed exclusively in the Tamil and Malayalam districts, and the other in the Telugu and Kanarese districts; and of four Native Assistants to each of these Epigraphists on salaries of Rs. 50—100. If the Government considered it inexpedient that a Native should be placed at the head of the Epigraphical branch, he suggested that this branch should be placed under the supervision of the chief officer in the Architectural branch. He pronounced the pay of the Surveyor and of his Draftsmen inadequate, and recommended that the Surveyor should receive a salary of Rs. 500—800, and the Draftsmen salaries of Rs. 75—100.

Dr. Oppert, Professor of Sanskrit and Philosophy at the Presidency College and Curator of Oriental Manuscripts, considered that, with the means at its disposal, the action of Government in restricting the operations of the Department is well-advised. He bore testimony to the efficiency of the Epigraphist. He mentioned that Dr. Hultzsch had not only won honorable distinction at Vienna in Oriental languages, but had received high testimonials from well-known Sanskrit scholars, and had been specially deputed by the Prussian Government to collect inscriptions in Kashmir. He pronounced his appointment a gain to the Department. He considered that a Native scholar who had been engaged in epigraphical researches in Southern India was a man of ability, but that it would be unfair to compare him with the gentleman selected by the Secretary of State, as he had not had the same educational advantages, and did not possess the same breadth of learning. He was aware of the opinion expressed by the Secretary of State as to the desirability of the employment of Natives in this Department, and stated that he had been consulted as to the possibility of training them in Epigraphy and Palæography, and that he continued to hold the opinion he had then expressed that these subjects could not be effectively taught in colleges which prepared students only for the B.A. degree, as the aim in such institutions is to impart a general, rather than a special, education; but he thought that when classes for the M.A. were opened, they would be in a position to teach these subjects: and he mentioned that one B.A. had given notice that he would take up Epigraphy as a subject for the M.A. degree in 1888.

Dr. Hultzsch stated that he had studied Sanskrit, Arabic, and Persian at Leipsic and Bonn, and had received permission from the University of Vienna to lecture on Oriental languages. He also stated that he had studied privately the Dravidian languages before he was engaged by the Secretary of State as Epigraphist on the recommendation of Drs. Burgess and Rost and Professor Bühler; that on his engagement it had been stipulated that he should instruct Native students in Epigraphy; that a Brahman, a B.A. of the Madras University, had been allowed him as Assistant, whom he was instructing; and that he was well satisfied with the progress his pupil was making. Dr. Hultzsch expressed himself as strongly opposed to the suggestion made by Pandit Natesa Sastri that the Epigraphical work should be left wholly to Natives. He declared that he knew very few Native scholars who, like Dr. Bhagvanlal Indraji of Bombay, combine strict accuracy in details and the faculty of independent criticism, which are both essential for Epigraphists, with a thorough mastery of the Shastras. He mentioned that he had found in his office what were intended to be fac-similes and translations of inscriptions, the work of Natives employed in the Department, which illustrated the defects he had imputed to them. He admitted that, having regard to the large number of inscriptions in the Madras Presidency, it is desirable that a larger number of Native Assistants should be employed in Epigraphical work. He considered that an intelligent and well-grounded student would not require a prolonged period of training to be able to decipher the characters of the oldest Dravidian inscriptions. The qualifications requisite for a student in Epigraphy in Southern India are, he thought, a good practical grammatical knowledge of one or more of the Dravidian languages, a fair knowledge of Sanskrit, common sense, patience, accuracy, and modesty. He expressed his opinion that Native Assistants might be employed not only in collecting fac-similes, but in independently translating inscriptions of which the historical matter coincides with that of other inscriptions already carefully edited; and he explained that Dr. Burgess is anxious to obtain a collection of carefully-edited inscriptions of all the dynasties of Southern India to form, as it were, the skeleton of a political history of Southern India, and with this view directed the investigation successively of inscriptions in different districts. The course to which exception had been taken by a former witness was, he asserted, due to deliber-

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ate purpose, and not to a want of system; and when standard inscriptions had been published for every dynasty, he saw no reason why Native students should not be engaged to work up the materials in each district. He considered the salary of an Assistant, Rs. 50, sufficient as initial pay for a student who had much to learn, but that it should be increased when efficiency had been attained. He was of opinion that it is undesirable to engage officers for a short term of years if systematic work is desired, and that a sufficient number of qualified men can be found, if required, to enable the Government to form an Epigraphical Department.

Appendix O. 3.

CUSTOMS DEPARTMENT.

MADRAS.

Madras. — Customs.

The Chief Customs authority in Madras is the Board of Revenue.

The Collector of Sea Customs, who also holds the appointments of Collector of Land Revenue, Madras, Collector and Commissioner of Income Tax, Superintendent of Stamps and Stationery, Protector of Emigrants and Chairman of the Port Trust, is a Covenanted Civilian. The pay of the combined appointments is R2,333 with R100 allowance as Protector of Emigrants, and in addition R400 paid from the Port Trust.

The Deputy Collector of Sea Customs, whose duty it is to appraise goods, gauge liquors and collect customs duties, receives a salary of R500, and a personal allowance of R200. The Collector and Deputy Collector are Europeans.

Three other officers in the Customs Department receive salaries of R100, *viz.*, the Superintendent of Imports and Exports, the Manager and the Accountant. The Accountant is a Hindu; the Manager and the Superintendent are Eurasians.

There is only one Preventive officer attached to the Madras Sea Customs office and entertained by Government. His salary is less than R100. He is a Brahman. His duties are to supervise the transhipment of goods that arrive from, or are consigned to, coast ports, and he is also Superintendent of the Luggage Department. Twenty Preventive officers are entertained by the Port Trust, of whom two or three are Europeans, one is a Parsi and another is a Eurasian. No salary amounting to R100 is paid to any of these officers.

There are several Superintendents of Sea Customs at the ports of the Presidency, and, in some cases, the appointments are held by Natives; but few carry a higher salary charged to Customs than R100.

The post of Superintendent of Sea Customs has been amalgamated with that of Port Officer or Master Attendant at the ports of Gopálpur, Masulipatam, Bimlipatam, Vizagapatam, and Mangalore.

The Port Officer of Gopálpur receives, as Sea Customs Superintendent, a salary of R130; for the like services, the Port Officer of Mangalore receives a salary of R120; and the Port Officer of Bimlipatam a salary of R100.

The Superintendents of Sea Customs at Cocanada and Calicut receive salaries of R100. The Port Officer of Vizagapatam receives, as Sea Customs Superintendent, a salary of R85, and the Superintendent of Sea Customs at Calingapatam, who is also Port Conservator and has charge of the Lighthouse, receives for the collection of Customs a salary of R70.

Of these officers the Superintendent at Calicut is a Eurasian; those at Cocanada and Pámban are Hindus, and the others are Europeans.

The only conditions for admission to the Customs Department at the Port of Madras are that the candidate must have passed the test prescribed by the Uncovenanted Civil Service Examination rules and must be under twenty-five years of age.

First appointments and promotions are made by the Collector. The Superintendents at out-ports and Assistant Superintendents and Clerks, drawing salaries of R50 and upwards, are required to pass the Sea Customs Test.

The officers of the Department, other than the Collector, enjoy the privileges of furlough and pension accorded to the Uncovenanted Service by the Civil Leave and Pension Codes.

All classes of the community seek employment in the Department.

The Board of Revenue are of opinion that for the post of Deputy Collector a European is preferable and the Collector of Customs is of the same opinion.

For the other chief appointments in the Department the Collector considers that Eurasians or Natives of good position and intelligence are desirable.

In a letter, No. 1599, Finance and Commerce, dated 13th June 1884, the Government of India requested the opinion of the Government of Madras on the question whether the Departments of Salt and Customs might not be removed from the category in clause (*d*), paragraph 3 of the G.O. of 18th April 1879.

When consulted by the Madras Government whether it was necessary to permit any longer the unrestricted employment of persons not being Statutory Natives of India in the Customs

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and Salt Departments, Mr. Bliss, the Commissioner of Salt Revenue, replied that in his Department it would be necessary to employ a few Europeans in the subordinate grades in order to train men qualified for the superior grades; and he respectfully submitted that the spirit of the Queen's Proclamation was doubly violated by any restriction on the employment in any Department of duly-qualified Europeans.

The Board of Revenue considered that so far as the requirements of the Sea Customs Department were concerned, it was not necessary to retain that Department in the category unless its removal should have the effect of precluding the existing economical arrangement by which the Marine and Sea Customs duties were at certain ports entrusted to the Port Officer. In the meantime, however, the Board desired to draw attention to the remarks of the Commissioner of Salt Revenue above mentioned.

The Government of Madras, in its Resolution No. 1062, Revenue, dated 22nd September 1884, observed that in the Madras Presidency there were practically no appointments in the Customs Department carrying a salary of ₹200 and upwards with the single exception of the Deputy Collectorship of Sea Customs at Madras then held by a domiciled European; that at some of the out-ports there were Port Officers on ₹300 who combined with other duties those of the Customs Department and whose pay was in consequence in part debited to Sea Customs; and the Government agreed with the Board in deprecating on administrative as well as on economical grounds any change which would have the effect of precluding these convenient arrangements. So far from desiring further restrictions, the Madras Government was of opinion that the restrictions already imposed were too sweeping in character and drew special attention to Mr. Bliss's remarks which had its entire concurrence. While admitting the necessity of some restriction, the Government was of opinion that in every Department there should be a fair proportion of European officers, and that the existing rule which in practice had the effect of entirely excluding Europeans from employment in certain Departments should be modified.

Two witnesses were produced before the Sub-Committee. Mr. J. H. Graves, the Manager, explained the duties of the Deputy Collector and expressed his opinion that in view of the nature of those duties it is desirable that the office should be held by a European or by a person of European habits of life. He admitted that there might be among the Natives some exceptional men qualified to discharge those duties, and he stated that there is no rule in the Department which prevented the appointment of Natives to any post in the Custom-house, and that he saw no reason why there should be. He bore testimony to the efficiency of the Brahman Preventive officer, and he mentioned that, when it is found necessary to do so, drugs are submitted for analysis to the Chemical Examiner.

Mr. C. S. Bashyam Aiyangar, Preventive officer, Madras Sea Customs, stated the duties which devolved on him, and mentioned that, although he had a great deal to do with the Commanders of European ships, crews and passengers, he had never experienced any difficulty or unpleasantness owing to his nationality. He gave particulars respecting the Preventive Service entertained by the Port Trust and stated that it is customary to appoint men with European habits of life, and that the Parsi in that service had lived for some time in England. He also stated that the qualifications required of the officers are that they should be acquainted with the Tamil language, as they have to deal with Tamil boatmen, and that none of the officers receive a salary in excess of ₹90.

Bombay and Sind.

Bombay. Customs.

The Chief Customs authority in the Presidency of Bombay is the Commissioner of Customs, Salt and Opium, whose office is reserved for members of the Covenanted Civil Service by the Statute 24 and 25 Vic., Cap. 54. The salary of the Commissioner, who is also Reporter-General of External Commerce, is ₹3,000 or ₹3,500 according to the grade of the Commissioner with a travelling allowance of ₹250. The Opium, Salt and Abkári Departments in Bombay are combined with the Customs Departments. The gazetted Executive staff consists of six officers, of whom two, the Collector and 1st Assistant Collector, are Covenanted Civilians. These officers, in addition to their duties connected with Sea Customs, administer the Land Revenue and Abkári of the Town and Island of Bombay and superintend the Stamps and Stationery Departments of the Presidency. The consolidated salary of the Collector is ₹2,325, with a local allowance of ₹100. The salary of the 1st Assistant Collector is ₹900 with a similar local allowance of ₹100. All the Covenanted officers in the Department are Europeans.

The other four gazetted officers are the 2nd, 3rd and 4th Assistant Collectors and the Superintendent of the Preventive Service. Of these officers the 3rd Assistant Collector is a Parsi, the others are domiciled Europeans.

Appointments to the gazetted offices are made by His Excellency the Governor. There are no rules prescribing qualifications for candidates for these appointments, but an Assistant Collector, who is not a member of the Covenanted Civil Service, is required to pass within six months after his appointment an examination in Hindustani according to the Lower standard, and within two years an examination in either Marathi or Gujarati, and if he fails to do so within the prescribed period, he forfeits all claim to his appointment. He is also required to pass, within six months, an examination, oral and written, in the elementary branches of Custom-house routine, and exhibit a fair knowledge of the Consolidated Customs Act, of the Schedules of the Tariff Act, and of the Rules for the levy of Port Dues. After an interval of six months, he is required to pass an examination in the Acts relating to Sea and Land Customs, Salt, Spirits, Opium, Arms and Ammunition, Passengers, Stamps, &c. He must possess a good practical knowledge of the details of Customs routine and be able to conduct the duties of each departmental branch, explaining fully the working of each through all its stages.

The Board of Examiners is composed of a President and one member nominated by the Commissioner of Customs from officers in the Department, and of one member nominated by the Government from some other Department. The 2nd Assistant Collector is in charge of the branch Custom-house at the Prince's Dock, where most of the European ships discharge or load cargoes. He has also charge of the Tobacco Department. The 3rd Assistant and the 4th Assistant remain at the Town Custom-house. The salaries of the 2nd, 3rd and 4th Assistant Collectors are, respectively, ₹550, ₹450 and ₹350. Promotion to the higher-paid appointments is usually made by seniority.

The Superintendent of the Preventive Service is ordinarily selected from the ranks of that service. His salary is ₹400 rising to ₹600.

The Gauging staff consists of six officers, of whom two, Eurasians, and one, a Parsi, receive salaries of ₹250; the fourth, a Eurasian, a salary of ₹200; the fifth, a European, a salary of ₹150; and the sixth, a Eurasian, a salary of ₹100.

To secure efficiency and a steady run of promotion, Gaugers are graded with the Abkári Inspectors outside the limits of the Presidency town, most of whom are Europeans or Eurasians originally enlisted for the Preventive Service.

There are three Examiners or Appraisers on salaries of ₹200, ₹175 and ₹150, respectively; these appointments are now held by Hindus; the fourth Examiner, on a salary of ₹125, is a Native Christian; three Examiners, of whom one is a domiciled European and two are Hindus, receive salaries of ₹100. Appointments in this branch are usually made from the clerical staff, but, in rare instances, persons with special qualifications are brought on, if the vacancy cannot be adequately filled by promotion.

No person can be employed on the clerical staff in the English branch of the Department who has not passed either the Matriculation examination or the 1st-class Public Service examination. Every new nominee, to whatever branch of the Department except the Preventive Service, is required to pass an examination within two years of his entering the service, and on failure to pass within the prescribed period, forfeits his appointment. The subjects of examination include the Customs and Salt Acts, the Opium and Abkári Acts, the Tobacco Act, the Ports Act, &c.

Exclusive of the Superintendent, the Preventive staff consists of thirty-nine officers. There are five Inspectors. Of three Inspectorships carrying salaries of ₹250, two are held by domiciled Europeans and one by a Eurasian; of two Inspectorships on ₹200, one is held by a domiciled European and one by a Eurasian. Of five Preventive officers in the 1st grade on ₹175, one is a domiciled European and four are Eurasians; of six in the 2nd grade on ₹150, three are domiciled Europeans and three are Eurasians; of ten in the 3rd grade on ₹125, five are domiciled Europeans, and one is a Eurasian; of thirteen in the 4th grade, ten are domiciled Europeans and one is a Eurasian.

The Commissioner appoints to all non-gazetted posts of ₹100 and upwards; the Collector to all non-gazetted posts carrying a less salary. Promotion is ordinarily regulated by seniority, but for certain appointments, such as Inspectorships in the Preventive Service, gaugerships and some clerkships, physical or moral fitness or special aptitude are taken into account.

The privileges of the staff, other than Covenanted Civilians, in respect of pension and furlough, are governed by the provisions of the Civil Leave and Pension Codes applicable to the Uncovenanted Service.

As to the technical requirements for the Gauging staff, it has heretofore been customary to refer to the Chemical Analyser to Government in any case on which experience acquired in the Customs or Abkári Departments is insufficient to pronounce with certainty; but it appears that one of the Head Gaugers is now undergoing a course of study in the laboratory of the

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Chemical Analyser, and it is intended that the other Gaugers should go through the same course. For Examiners a knowledge of all articles of export and import is necessary, particularly of fire-arms. The Appraisers must also keep touch with the market and be acquainted with prices, so as not to under-estimate or over-estimate values. Mr. Wadia, a Parsi who at the present time holds the office of Head Appraiser as his substantive post, was engaged in mercantile business before he joined the Department.

The Commissioner is of opinion that no educational test should be demanded of candidates for the Preventive Service, and that the men required do not, as a rule, belong to the educated class. He states that men are selected for their physique, powers of endurance, intelligence, courage to deal with cases of infringements of the law where Europeans are concerned, tact and temper in their communications with Commanders of ships and their crews, ability to do duty on board-ship for whatever period their services are required and for night-work in all sorts of weather afloat and ashore.

Mr. Campbell reports that all classes of the community seek employment and are entertained in the Bombay Custom-house. In the export and import branches as well as in the Commissioner's and Collector's offices, Hindus predominate; and as the work is sedentary and the hours regular, this employment suits them. That Mahomedans are few is due to the circumstance that they rarely offer themselves for employment. Parsis and Native Portuguese are freely employed. The Preventive and Gauging branches are mainly recruited from domiciled Europeans and Eurasians.

The Departmental Member, the Commissioner, is of opinion that the officer in charge of the branch Custom-house at Prince's Dock should be a European, inasmuch as he has the control of the European Preventive officers in the part of the Island under his charge and his duties bring him in contact with European officials of the Docks and Port and the heads of European firms who have business at the Dock. He sees no reason why the other appointments of Uncovenanted Assistants should not be reserved for Natives, although one of them would have business with the Assistants of European firms. Mr. Murzban, the Executive Engineer of Bombay, who has to deal with many Europeans, is quoted by him as an instance that Natives in such a position succeed well with Europeans. Where he conceives a Native might fail would be in controlling European subordinates, but the Assistants at the Town Custom-house would not be called upon to discharge this duty.

In order to enable Native Assistant Collectors to rise to the highest paid Uncovenanted appointments he would make the salaries now paid to the 2nd, 3rd and 4th Assistants and to the Superintendents of Police personal.

The Departmental Member is of opinion that the Preventive Superintendent should be a European as the service is mainly composed of Europeans and Eurasians.

He would generally, but not universally, recruit the gazetted appointments which are not reserved for Covenanted officers, from the ungazetted officers serving in the Department by reason of their experience. He regards Natives as unsuited for the Preventive Service.

Mr. Campbell in his note on the Department reports that the 3rd Assistant Collector and his *locum tenens*, the Head Appraiser, both Parsis, discharge efficiently the duties of an Assistant Collector; but he considers that the Assistant in charge of the Customs-house at the Prince's Dock should be a European, and would prefer that all the Assistants should be Europeans, having regard to the contact with Europeans entailed by their duties and the natural expectation which a Native Assistant would entertain to be promoted in turn to the appointment at the Prince's Dock.

Mr. Campbell and four officers of the Department were examined by the Sub-Committee.

Mr. Campbell was of opinion that it is expedient that the office of Collector should be held by a Covenanted Civilian, inasmuch as he considered it one of the most important posts under Government. He pointed out that the interests of Government not only in the Customs but in Land Revenue, Abkári and Opium are committed to his charge, that he represents Government at the Port Trust Board and on the Boards of other institutions, and that he is referred to for advice respecting land belonging to the State within the Island of Bombay and is consulted on questions of trade and commerce. He mentioned that the appointment of Collector of Land Revenue had at one time been given to an Uncovenanted officer, but that the experiment was not successful. He considered that the appointment of 1st Assistant Collector should also be held by a Covenanted Civilian, because it affords an excellent training for a Collector in the Bombay Presidency.

He admitted that, apart from the objection that Natives appointed to be Assistant Collectors might expect to obtain the appointment at the Prince's Dock, one or both of the appointments in that grade, held by the officers at the Town Custom-house, might be filled by

Natives. He considered Natives preferable to Europeans as Examiners and mentioned that a Parsi formerly in the service as Appraiser was the best man in the Custom-house. He considered it, however, expedient that there should be a few European Examiners, so that all the officers of this branch should not be of one race. He thought that educated Natives would not care for employment as Gaugers, but stated that he had received applications for these posts from Parsis and from a Parbhu. He believed that Europeans or Eurasians are best suited for the Preventive Service, having regard to the nature of the duties to be performed. With the exception of a Tallying clerk, a Native Christian, no Native had applied to him to be appointed to the Preventive Service. Bombay. Customs.

Mr. G. A. Ainsworth, the Superintendent of the Preventive Service, deposed that his force is principally composed of Europeans and Eurasians, but that there are in it also Goanese and Native Christians; and that he had received applications for employment in it from European Jews, but not from Natives. He mentioned that his officers mess with the ship's officers and expressed a doubt whether Natives would have sufficient tact to deal with European passengers or would command sufficient respect from rough Europeans. He considered that Natives would be wanting in endurance and impeded by their caste prejudices from efficiently discharging their duties.

Mr. Wright, the Assistant Collector in charge of Prince's Dock, said that he had known many Native Assistants and that, to a certain extent, they had done their work very well, but that they had not always been well chosen. He added that he referred to men temporarily employed and appointed from outside the Department. He stated that Natives had not been tried as Gaugers (the witness apparently did not consider that the term "Natives" applied to Parsis), but that they succeeded very well as Examiners, though he thought a mixture of races desirable in that branch.

Mr. Ardesar Jehángir Wádia, the Head Examiner, saw no reason why Natives should not be appointed Assistant Collectors. He stated that he had to work with European Commanders of ships and others, and had always been treated with respect by them, and that no appeals had been preferred from his decisions. He professed his inability to say whether Natives applied for employment in the Preventive branch, but he was aware that they did so freely in other branches: he knew no instance in which any difficulty had occurred as to examining provisions, nor had he ever known caste or sectarian prejudices to interfere with the performance by Natives of their duties in the Department.

Mr. Bamanji Framji Palkiwala, Head Gauger, stated that Natives, if properly selected, are as well qualified to be Gaugers as Europeans. He thought Natives superior to Europeans as Examiners, as they had a better acquaintance with prices. He mentioned that appeals had been preferred against his decisions, but that they had been unsuccessful; and he expressed his belief that Natives would be quite capable of detecting any fraud which might be attempted in the importation of alcoholic liquor in the guise of perfumery.

The Commissioner in Sind is *ex-officio* the Chief Customs authority. The chief Executive officer is the Collector of Customs, who is also Assistant Commissioner of Salt Revenue on a combined salary of ₹1,250—1,500. This officer is a European. Subordinate to the Collector is an Assistant Collector, a Eurasian, on a salary of ₹300. The appointments of the Collector and the Assistant are made by His Excellency the Governor. The Head Preventive officer on a salary of ₹100, the officer in charge of Customs at Kali Bunder on a salary of ₹100, and the Statistical Compiler on a salary of ₹125 are, it is believed, Eurasians, as is also the Head Clerk on a salary of ₹145. No other officer in this Department enjoys a salary of ₹100.

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The Customs Service in Bengal is administered under the supervision of the Board of Revenue. Bengal. Customs.

The office of Commissioner of Customs, Salt and Opium, reserved by the Statute 24 and 25 Vic., Cap. 24, for members of the Covenanted Civil Service, exists only in Bombay.

The Chief Executive officer for the Port of Calcutta is the Collector. The office is conferred on members of the Covenanted Civil Service, and carries a salary of ₹2,000.

The other gazetted officers of the service are the Assistant Collector and the Superintendent of the Preventive branch.

The Assistant Collector receives a salary of ₹600 rising to ₹1,000. He exercises, in subordination to the Collector, general control over the several departments which are concerned with the collection of the fiscal and other charges, and is invested as an Assistant Collector of Customs with powers limited to those mentioned in Act VIII of 1878, s. 182, clause c.

The office of Assistant Collector was, up to 1854, held by a Covenanted Civilian. In that

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year the appointment was conferred on a member of the Tagore family, who held it for about four years. In 1880 the office of Head Appraiser was amalgamated with it; and the present incumbent, a non-domiciled European, also discharges the duty of Treasurer.

Customs Collectors are necessarily invested with very large powers, not only for the levying of Customs and the collection of Port and Light dues, but for the enforcement of the provisions of the law for the protection of life at sea, and for preventing the illegal embarkation of emigrants.

In the discharge of their duties they are, necessarily, brought into contact with the owners or agents, Commanders and crews of ships, and with merchants engaged in the import or export trade. While their duties constrain them to diligence and firmness for the protection of the public revenue and the enforcement of the laws they are charged to administer, the exercise of discretion, tact, and temper are no less essential, to avoid undue interference with the operations of commerce, and to allay the irritation which restrictive laws are apt to provoke in persons who are ignorant or impatient of them.

It is also essential that Customs Collectors should possess an intimate knowledge of the laws they are required to enforce, and of the regulations promulgated for their guidance by the Government or the Chief Customs authority, information as to the market prices, and, in some cases, as to the chemical constituents of the goods of which the appraisement comes before them on appeal, and sufficient acquaintance with commercial practice to enable them to discriminate whether a breach of fiscal law is the result of ignorance, accident, or design. Furthermore, it is desirable that they should enjoy such social consideration as would inspire commercial men with confidence in the independence of their decisions.

The staff of the Custom House for the collection of fiscal and other dues, and the preparation of commercial returns, is, for purposes of convenience, distributed among several branches: the Appraisers, the Import, the Export, the Cash, the Accounts, the Statistical and the Wharf.

The officers employed in these branches, subordinate to the Collector and Assistant Collector, were recently placed in eight grades, of which the respective numbers in receipt of salaries over ₹100, with the salaries assigned to each grade, are shown in the following table:—

Grade.	No. in grade.	Salary.	Grade.	No. in grade.	Salary.
		₹ ₹			₹ ₹
1st . . .	2	350 rising to . 550	Brought forward	11	
2nd . . .	4	350 „ . 450	5th . . .	4	150 rising to . 250
3rd . . .	4	250 „ . 350	6th . . .	1	100 „ . 200
4th . . .	1	150 „ . 300	7th . . .	2	100 „ . 150
			8th . . .	11	70 „ . 125
Carried over .	11		Total .	29	

In each of the first three grades there is one non-domiciled European officer, the other twenty-six officers are Statutory Natives, five being domiciled Europeans, thirteen Eurasians and eight Hindus. Of the Hindus, one is in the fifth grade and seven are in the eighth grade. The Hindu in the fifth grade, Mr. Russomoy Dey, is the head of the Cash department and receives, in addition to the salary of his grade, a personal allowance of ₹50.

It is requisite that all classes of Customs officers who are brought into contact with merchants and seafaring men of various nationalities, should possess tact, temper, and discretion, and enjoy such social status as may command the respect due to their position, and secure obedience to their orders. But apart from some commercial training, no technical knowledge is required of the staff of the Custom House proper, except in the Appraisers' department. The officers of this department must necessarily be conversant with the market prices of dutiable goods. They must be able to gauge and test all liquors, and where a constituent part of a liquor is alcoholic, to determine its alcoholic strength; they must possess such knowledge of firearms as will enable them to judge of the purpose, whether sporting or military, for which a weapon is intended, and to decide what parts of it are newly repaired.

Inasmuch as the Heads of branches in the Custom House are not merely Supervisors but Checking officers also, the Departmental Member considers it necessary that the officers exercising control and check should be of a superior grade. The appointments to the staff of the several branches of the Custom House are made by the Collector of Customs, with the approval of the Chief Customs Authority. The Departmental Member strongly deprecates the recent introduction of the graded system, on the ground that the several branches have no real connection. It would seem that quite distinct qualifications are required of officers in the Cash and the Wharf branches, or in the Appraisers' and the Accounts branches;

and the Departmental Member observes that the resulting inconveniences of the graded system are at present avoided only by ignoring the graded system in promotion. That the Heads of branches are usually Europeans or Eurasians, the Departmental Member attributes to the fact that the higher appointments are almost invariably filled by selection from the Appraisers' branch; and he adds that by reason of the distinction he has pointed out in the work of a mere clerk in a branch and the work of the Head of the branch, promotion would not ordinarily be given to the former.

The Principal officer of the Preventive Service is the Superintendent, on a salary of ₹800 rising to ₹1,000. The present incumbent is an officer of the Bengal Police, and it is stated that the appointment will hereafter ordinarily be conferred on a member of that service. The Superintendent of the Preventive Service has also charge of the Sulkea Salt godowns.

In addition to the Superintendent, there are eight Inspectors, of whom one receives a salary of ₹450, and seven, salaries rising from ₹300 to ₹400.

The subordinate officers are graded as shown below:—

Grade.	No. in grade.	Salary.	Grade.	No. in grade.	Salary.
		₹	Brought forward .	28	₹
1st	2	300	6th	12	175
2nd	4	275	7th	16	150
3rd	6	250	8th	24	125
4th	6	225	9th	20	100
5th	10	200			
Carried over	28		TOTAL .	100	

The total strength of the force is 109, including the Superintendent and Inspectors.

The Superintendent is the only non-domiciled European in the service; three of the Inspectors and 27 of the graded officers are domiciled Europeans; five of the Inspectors and 23 of the graded officers are Eurasians. In addition to the permanent staff of the Preventive Service, it is found necessary that a considerable number of supernumerary officers should be available for employment when the number of ships discharging or receiving cargo exceeds that for which Preventive officers could be furnished from the regular staff. Men deemed qualified are consequently enrolled on application, and after a short trial are accepted to supplement the permanent staff when occasion demands.

The men so enrolled are not paid by salaries but receive daily wages, or a lump sum for the job, and if they discharge their duties satisfactorily, they are appointed to the permanent staff when vacancies occur: candidates with experience of ships and shipping are preferred. In the grades below that of Inspector promotion is given by seniority, and impeded only by misconduct; but promotion to the grade of Inspector is made by selection. It is desirable, if not essential, that the Superintendent of the Preventive Service should have received a training as a Police officer. He has not only to maintain discipline among a large body of men, but to foresee opportunities for the evasion of fiscal demands, and to take precautions against them as well as to exercise detective skill in the investigation of offences, and in bringing to justice persons who are implicated in them. At the same time, in the words of Mr. James Stevenson, one of the witnesses, in taking precautions against fraud it is his constant duty to draw a distinction between what is really necessary for the protection of the Imperial Revenue and what amounts to needless obstruction of the trade of the port. In a less degree the same qualities are required in the Inspectors and the Subordinate officers of the Preventive Service. It is, moreover, desirable that the members of the force should be persons whose orders will receive attention from the Commanders and crews of the vessels of which they are placed in charge, and whose tact in the discharge of their duties will secure them the civility which, the Captains examined by the Sub-Committee testify, is habitually paid by them to officers of this branch of the service.

The Collector of Customs as a Covenanted Civil Servant enjoys the privileges in respect of furlough and pension accorded to that service. The Assistant Collector and the Superintendent of the Preventive Service have obtained the benefit of the furlough rules applicable to Europeans, Schedule A of the Code. With these exceptions, the privileges of the officers of the Customs Service in respect of pension and furlough are governed by the rules of the Codes applicable to the Uncovenanted Service.

As to the classes who seek employment in the Customs Department and their respective capacity for rendering efficient service therein, it must be remembered that the Customs was

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one of the Departments exempted from the operation of the rule promulgated by the Government of India in its Circular letter No. 21—746-753, dated the 18th April 1879, which prohibited, with certain exceptions, the appointment of persons not being Natives of India to posts carrying a salary of R200, except with the sanction of the Governor General in Council. It was to be inferred from the exemption that the Government recognized the expediency of allowing the authorities, by whom appointments were made to offices in the exempted Departments, unrestricted freedom as to the race or domicile of the persons they might enlist for employment; but complaint was made that advantage was taken of it by those appointing authorities who preferred the employment of men trained in England, to overlook the claims of men born and educated in India. On the other hand, although the order expressly adopted and enlarged the definition of the term "Natives of India" contained in the Statute 33 Vic., Cap. 3, Section 6, it was understood by some appointing authorities as favoring especially the appointment of Natives of Asiatic parentage. The Eurasian and domiciled European classes, who conceived they were in consequence of these views obstructed from obtaining employment in Departments of the public service to which they had theretofore been freely admitted, took steps to secure a recognition of their claims, and in consequence the rule was reconsidered. In a Circular letter No. 1599, dated 13th June 1884, the Government of India addressed to the Heads of Local Administrations an enquiry whether it was necessary to permit any longer the unrestricted employment of persons not being Statutory Natives of India in the Customs and other Departments which had been excepted from the operation of the order of the 18th April 1879. The Lieutenant-Governor of Bengal consulted the Board of Revenue, who replied that out of 303 persons employed in the Customs Department, only 34 did not come within the term "Natives of India" as defined by Act of Parliament; that practically, so long as this definition was maintained, the removal of the Department from the exception would make little difference in its *personnel*; but that it would give unnecessary trouble if a reference had to be made to the Governor General in Council in every case in which it was considered desirable to appoint a pure European to a post of which the salary exceeded R200. Adverting to the circumstances that none of the higher paid appointments in the Customs Department were held by pure Asiatics, the Board observed that the majority of these appointments belonged to the Preventive Service, and that all who had any experience of the Customs Department were aware that pure Asiatics were not suited for the duties incumbent on Preventive officers; that in the discharge of these duties the officers had to live continuously on board vessels in port and were constantly brought into contact with English, American and foreign Captains of ships of a class from which a Native of the rank Government would employ would not receive the respect and consideration necessary for the proper fulfilment of his duties. (Letter No. 113-B., dated 9th February 1885.)

The Lieutenant-Governor of Bengal enclosed a copy of this opinion in his reply to the Government of India, No. 610—28 C., dated 24th February 1885, and in advertence thereto observed that there was much force in the view taken by the Board that as far as the Preventive Service was concerned, it was not desirable for the present to alter the existing mode of making appointments. His Honor, however, stated that he had no objection to the removal of the other appointments in the Customs Department from the exception, if it appeared to the Governor General in Council that it was practically worth while to do so; and he added that there was no reason why a Native of India should not succeed to any vacancy in the office of Collector of Customs if he were qualified to discharge its duties.

The Departmental Member reports that Natives do not apply for admission as Appraisers or Preventive officers, and that in his judgment there is no class in Bengal, except the European and Eurasian, that could supply men fit for the duties to be performed. He asserts that no prejudice and no prohibition exist against the employment of any particular class, although the higher paid posts would naturally fall to those who bring the best qualifications; and in matters relating to Customs these will, in his opinion, generally be Europeans and Eurasians. He observes that the office has to do chiefly with foreigners, and that it stands to reason that until Natives of India overcome caste prejudices, mingle more freely with strangers, and take more generally to foreign travel, there will not be found among them many who will be qualified to compete with the alien in the Customs department. He contends that where so much depends on supervision by the Heads of departments, the authority making the appointments must, in the interests of Government, be left a fairly free hand in the selection, that it would not be prudent to jeopardise the safety of the revenue by any experiment in the interests of a class, and that the sole criterion must be proved fitness, not probable fitness, quite irrespective of colour, race, or creed. Although the Assistant Collector considers Natives of Asiatic race incapable of performing the duties of Appraisers, his opinion is, it will be seen, opposed to those of Messrs. Mackay and Stevenson, as well as to those of Babu Jaga Nath

Khunnah and Raja Durga Churn Law. The Superintendent of the Preventive Service stated that he had recently had applications from two Bengali clerks for employment;—he was not quite certain whether they desired to enter the Preventive Service,—and that the class of men which ordinarily applied for appointments in that branch were ships' officers and Eurasians. He considered that no Native gentleman would be qualified to hold the appointment of Superintendent of the Preventive Service. Mr. Mackay thought that the Head of the Preventive Service ought certainly to be a European though he did not see why Natives might not be obtained who would make as competent officers of the department as Europeans. Mr. Stevenson considered that the Superintendent should be a European: Babu Jaga Nath Khunnah would reserve the Preventive Service for Europeans or Eurasians: Raja Durga Churn Law thought that there might be a difficulty in finding Natives with sufficient force of character to discharge the duties of Preventive officer when dealing with rough seafaring persons.

The substance of the evidence recorded by the Sub-Committee is as follows:

Mr. Robert Amos, Assistant Collector and Head Appraiser in the Calcutta Custom House, a European by birth, received his original training in a merchant's office in Manchester, and subsequently in London. He was appointed to the Appraiser's branch of the Custom House at a time when it was necessary that there should be entertained in the Department an officer who possessed a thorough acquaintance with piece-goods, and the possession of this knowledge secured for him his appointment. Mr. Amos testified that, although a knowledge of piece-goods is no longer necessary, other technical knowledge and mercantile experience are still a requisite qualification of a Head Appraiser. He stated that questions regarding descriptions and qualities of articles often arise, which require general knowledge of all kinds of imports. He professed himself unacquainted with any class of Natives in Bengal who could supply a man with the requisite qualifications for the post. As instances of the inability of Natives to perform the duties of Head Appraiser, he mentioned—(*1*) that in levying duty on firearms the Head Appraiser has to decide whether the weapon is intended for military or sporting purposes, and that, ordinarily, Natives possess so little knowledge of firearms that they would be unable to distinguish between weapons intended for different purposes, and would be at a loss to assess them at their proper value; (*2*) that many imported liquors are entirely unknown to the Natives of Bengal, and that they would be unable to distinguish between such liquors as claret and port; (*3*) that, owing to caste prejudices, Natives are disinclined to touch salt in which hams or bacon and even cheese have been packed; (*4*) that an Appraiser must possess a sufficient knowledge of chemistry and chemicals to enable him to ascertain what amount of spirit is contained in chemical mixtures, inasmuch as the duty on spirits is now fixed on a sliding scale. He considered that the Head Appraisership should not be held by any person who could not discharge the duties of a subordinate in the Department, inasmuch as the decisions of his subordinates would be referred to the Head Appraiser if they are unacceptable to the importers. He thought that the public would have more confidence in the decision of a European acquainted generally with mercantile usages and customs than in that of a Native who did not possess such knowledge or possessed it only in a limited degree.

Mr. A. Bonnaud, Head of the Import Branch of the Calcutta Customs, a domiciled European, invested with powers as an Assistant Collector, explained the duties he was called on to perform, and stated that they necessarily bring him into contact with all merchants having business as importers, of whom the larger proportion are Europeans, and also with ship-owners who are principally Europeans. He mentioned that it is his duty to investigate complaints made by persons dissatisfied with the proceedings of the Department in connection with imports and exports, and that considerable responsibility is imposed on him in respect to refunds, particularly when claimed on firearms. In deciding these claims it is occasionally necessary to make references to the Political Agents of Native States and to Magistrates.

Captain Charles George Cross, of the ship *Mylomene*, stated that he had traded for sixteen years to Calcutta and other ports with cargo and had had a great deal of business with the Custom House and with Custom House officials. He considered it desirable that the Heads of the departments of the Custom House who have frequent dealings with the officers of ships should be Europeans by race, whether born in England or in India, if sufficiently educated, and some selected Eurasians. With respect to Eurasians he considered that, though a man of that class might be as good as a European, he would be handicapped by the prejudice against him. He admitted that he had found Eurasians even more patient and civil than Englishmen, but felt bound to say that the prejudice against Eurasians, whether well or ill-founded, exists. He considered that the duties of a Preventive officer require firmness and fortitude as well as honesty. He mentioned that it is his usual practice to invite the Preventive officer in charge of his ship to mess with him as his guest, and that it is customary for the Preventive

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officer to sleep on board the ship so long as there is dutiable cargo in it, as it is his business, in order to prevent smuggling, to watch the ship and prevent infractions of the Customs Law by the crew or by the servants of the Captain and officers.

Mr. A. J. Bridge, of the firm of Messrs. Kellner & Co., considered that it would be inexpedient to appoint Natives to the posts of Collector, Assistant Collector, and Superintendent of the Preventive Service. He gave it as the result of his experience that Natives are efficient only in subordinate positions; that under supervision they discharge routine duties efficiently, but fail when any work is entailed upon them which is out of the ordinary course. He considered that they would be useless as Heads of departments, where self-reliance, moral courage, and strict integrity are required. He regarded the expeditious despatch of business as essential for the Custom House, inasmuch as delay in clearing goods might be attended with heavy loss, and he doubted whether such expedition would be attained unless the staff are placed under European supervision. He admitted that Natives have many excellent qualities, and that there are among them without doubt men entitled to the highest respect, but he could not allow that they are fit to occupy any one of the three posts he had mentioned, and he added that Natives would labour under great disadvantages when called upon to classify dutiable goods imported from foreign countries.

Mr. James Bell, Accountant and Bonding Supervisor, stated he was born in Calcutta and educated in England; that he returned to India in 1866, and obtained a clerkship in the Accountant General's office, and was employed in that office till 1877, when he was transferred to the Customs Department. He explained the duties connected with his appointment, which included the inspection of licensed warehouses. He stated that, in taking bonds for goods sent into the warehouses and in securing the payment of duty on goods delivered from the warehouses, his duties bring him into contact with European merchants and their assistants. Of the fourteen clerks in his branch, he mentioned that one is a Eurasian and thirteen are Asiatics.

Mr. Charles A. Tweeddale, Export Supervisor, a Statutory Native, born and educated in Calcutta, detailed the duties of an Export Supervisor. He stated that his staff consists of two Statutory Natives and ten Asiatics, and, that although the same degree of technical knowledge is not required in his branch as in the Appraisers' branch, it is requisite that the Supervisorship should be held by a man of firmness, with a thorough knowledge of English, as he has to deal with ships' Captains and Assistants in merchants' houses.

Mr. John Mackay, partner in the firm of Messrs. Mackinnon, Mackenzie & Co., Agents of the British India Steam Navigation Company, delegate of the Calcutta Chamber of Commerce, stated that his firm as merchants and general agents of the Company have a great deal of business with the Custom House. He considered that it would be inexpedient to have Natives of Asiatic parentage in the higher offices of the Customs Department, inasmuch as the bulk of the trade is done by Europeans, and the officers of the ships engaged in the foreign trade are Europeans, and in dealings with merchants and ships' officers he thought that Europeans would have more experience and command more respect than Asiatics. It was his opinion that there are a large number of Natives who possess the technical knowledge necessary for the post of Appraiser, as Natives deal largely in goods of all descriptions, and are acquainted with values, and he thought that if the salaries were sufficient to place them beyond temptation, men would be found who would be sufficiently worthy of confidence. At the same time he admitted that he had more confidence in well-bred Europeans than in Natives, and that in the large store godowns which his firm maintain for provisioning ships, the Native Storekeepers are placed under the supervision of two European Storekeepers. He was of opinion that the Superintendent of the Preventive Service ought certainly to be a European, and also the Inspectors; but he thought that for officers in this branch as good Natives might be procured as Eurasians. He mentioned that his firm employ Natives largely as Shipping clerks, whose duty it is to take cargo to ships and see it tallied, and who frequently remain on board all night.

Mr. James Stevenson, partner in the firm of Messrs. Graham & Co., and also a delegate of the Calcutta Chamber of Commerce, stated that his firm are largely interested in the trade and shipping of the port, and have constant dealings with nearly all branches in the Custom House. He expressed his opinion that the Collector of Customs in Calcutta should be a European, because of the mixed class of people and the interests he has to deal with, the responsible duties he has to perform and the large measure of discretion he is constantly called upon to exercise under the Customs Act, and the various nationalities of his subordinates. He stated that it is his opinion and the opinion of the Chamber of Commerce that the Custom House should never be entirely closed on any day except Sundays, and that the representations which the Chamber had made to Government on the subject had been considered impracticable, chiefly on the ground that the religious feelings of some of the Native employés

in the Custom House must be respected. But for this difficulty, he considered that there is no objection to the appointment of a Native to the post of Assistant Collector; and he stated that there are Natives who have the technical knowledge requisite for the duties of Appraisers, *viz.*, Natives who attend to the details of mercantile business. He considered that the Superintendent of the Preventive Service should be a European, as he is an officer whose constant duty it is to draw the distinction between what is really necessary for the protection of the Imperial revenue and what amounts to needless obstruction of the trade of the port. He considered that vigilance, shrewdness, and firmness are the qualities most required in the Superintendent of the Preventive Service, and that a Native could not dispose of the disputes that frequently arise between subordinates of the service and persons connected with the Shipping. He believed that there are Natives who would be competent to be officers of the Preventive Service, but thought that they would do better in other careers inasmuch as the duties are laborious, and he doubted if high class Natives would adopt the service as a profession.

Babu Jaga Nath Khunnah, a Magistrate of the Presidency, a Member of the Municipal Commission and of the Port Trust, Proprietor of the firm of Salig Ram Khunnah & Co., merchants dealing in piece-goods and woollens, expressed his opinion, founded on an experience of the working of the Customs Department extending over a period of 20 years, that the higher posts could be properly filled only by persons who have been trained in the Department. He admitted that the educated portion of the Native community ordinarily seek employment in the Subordinate Judicial and Executive, Educational and Medical Services, or follow the professions of Law and Medicine, and that he was not aware that they aim at any of the higher appointments in the Customs Department. He considered that Natives seeking such appointments should begin as Appraisers, and that it would be expedient that they should go to England to obtain experience. He believed that if proper caution is exercised in the selection of probationers of fair collegiate education, of respectable parentage, and of unsullied character, Natives would be found competent to discharge the duties of Appraisers. He admitted that some Natives would object to taste spirits or to touch certain provisions, but he thought that the class who would be willing to take such appointments would be the class who had no prejudice against going to England. He stated that Native firms employed Native Assistants, but that he could not call to mind at the moment any Native whom he would recommend as an Appraiser. He considered that the Preventive Service should be reserved for Europeans, as he thought that hardly any Native would be able to perform the duties in that service. He was of opinion that the Superintendent should certainly be a European or a Eurasian.

Captain Ellery, of the ship *Taluqdar*, who had traded for 18 years to Calcutta, considered it necessary that the higher appointments in the Customs should be filled by persons who, if not born in Europe, have had at least a European education and are of European parentage, in order to avoid friction between shipmasters and Custom House officials. He stated that he had found in his daily experience fewer difficulties when he had to do with Europeans or educated Eurasians, than when he had to deal with Eurasians of less education or Natives. He confirmed Captain Cross's statement that it is customary for Preventive officers to remain on boardship at night, when there is dutiable cargo in the hold,and to mess with the officers; and he expressed his opinion that the life on board would be distasteful to Native officers.

Mr. Sandford James Kilby, Superintendent of the Preventive Service, an Englishman by birth and educated in England, stated that in his judgment the officer who holds the appointment of Superintendent of the Preventive Service should be a person who has acquired experience and tact in dealing with large numbers of subordinates, both Europeans and Natives, and who has also had a Police training; that the work of the Superintendent is almost entirely carried on with Europeans; and that he has to deal with European merchants, shipmasters and officers, and with European and Eurasian Preventive officers. With regard to the first class he considered that they would much prefer to have their business matters disposed of by a European, and that they would resort to him more freely than to a Native, and be more satisfied with his decisions. He thought that it would be extremely difficult for a Native gentleman to deal with European ships' captains and officers, as the qualities developed by their mode of life and training—firmness and determination—are precisely those in which, in his experience, Native gentleman are deficient. As to the third class, he expressed his disbelief that a Native gentleman would be able to control from 150 to 170 European and Eurasian Preventive officers. For these reasons he had come to the conclusion that the appointment of Superintendent is not one that could be held by a Native. He considered that it depends entirely on individual qualifications whether a domiciled European and Eurasian can fill the appointment of Superintendent, and he stated that there were in the service very good men of both classes.

Bengal.
Customs.

Raja Durga Charn Law, C.I.E., a Zemindar who had carried on business for more than forty years as a merchant and had frequent transactions with the Custom House, considered that the Collector of Customs should be a gentleman who has been educated and trained in England, and that the appointment might be filled by a Native Civilian or by a sufficiently capable Native in the Uncovenanted Service if he had had sufficient experience. He considered that the chief offices in the Accounts, and all the other branches which had to do with paper entries, might be filled by Natives, and he expressed his belief that there would be found in merchants' offices Natives who possess the requisite technical knowledge and honesty to discharge efficiently the duties of Appraisers. As to the difficulty arising from caste prejudices, he thought that Natives were competent to gauge spirits, and that when tasting is necessary, some of the Appraisers, of whom there is a numerous staff, might be appointed from races who did not object to taste or handle any provisions. As to the Preventive Service, he stated his belief that the habits of his race would generally stand in the way of their performing its duties satisfactorily, as some of them would object to remain on boardship at night and would be obliged to have their food sent to them. At the same time he observed that Mahomedans and some Hindus would probably offer themselves and do the work satisfactorily, though he admitted that there might be some question whether they would possess the force of character necessary for a Preventive officer when called upon to deal with rough seafaring persons. At the same time he stated that he would not propose to dispense entirely with European agency in the Custom House at once, even in the Appraisers' department, and that any change should be introduced gradually.

Appendix O. 4.

EDUCATION DEPARTMENT.

MADRAS.

The Department was established in 1855-56. It consists of a Director of Public Instruction on R2,000 rising to R2,250, of a graded list of 17 officers on salaries ranging from R500 to R1,500, of 27 gazetted but non-graded officers on salaries between R200 and R1,000, and of 104 non-gazetted officers and Deputy Inspectors on salaries between R90 and R300. Officers drawing less pay than R90 are not referred to in this note. The Director of Public Instruction is not, and has not been, with one exception, an officer of the Educational Department and is appointed by the Local Government. The graded list is composed of three Principals of Colleges, six Professors and eight Inspectors of Schools. The Director is a non-domiciled European, as are thirteen of the officers in the graded list; of the four remaining, two are domiciled Europeans and two Hindus.

Graded officers are appointed by the Secretary of State except in the case of Natives of India elevated to the grade by the Local Government. Officers are always appointed to the lowest grade on the minimum pay, and Natives of India draw only two-thirds of the pay of the appointment.

The non-graded gazetted appointments are—Inspectress of Girls' Schools; Principal and Vice-Principal of the College of Agriculture; Principals of Teachers' and of Engineering Colleges, and Professors in the latter; Superintendents of the School of Art and the Training School for Mistresses; Teacher of Dentistry in the Medical College, and eighteen other gazetted teachers. These appointments are made by Government on the recommendation of the Director of Public Instruction, but when the services of a European graduate are considered necessary, the Secretary of State selects a suitable officer from among British University graduates. Of these 27 offices, 12 are at present held by non-domiciled Europeans, 1 by a European domiciled in India, 3 by Eurasians, 6 by Hindus and 5 by Native Christians.

Of the 43 non-gazetted officers, presumably teachers, on salaries between R90 and R300, 4 are non-domiciled Europeans, 1 is a domiciled-European, 5 are Eurasians, 28 are Hindus, 2 are Mahomedans and 3 Native Christians.

The Deputy Inspectors, on pay from R100 to R250, are 61 in number, and are, by race or religion, 1 a Eurasian, 52 Hindus and 8 Native Christians.

Thus, of 149 officers in the Department on salaries over R100—

Non-domiciled Europeans are	30	Hindus	88
Domiciled Europeans	4	Mahomedans	2
Eurasians	9	Native Christians	16

LARGER EMPLOYMENT OF NATIVES.

The Sub-Committee examined orally at Madras 7 gentlemen and received from 9 others written replies to questions sent to them on this subject. These witnesses consisted of one Inspector of Schools, three Principals and five Professors or Assistant Professors of Colleges, Government or Aided, one Missionary Bishop and five other Missionaries, two Medical Doctors and the Editor of a Madras Newspaper.

As regards the inspecting agency, the Director of Public Instruction appears opposed to any larger employment of Natives except those educated in Europe in either branch of the Department as at present constituted. Dr. Bradshaw, Inspector of Schools, considers that Government should endeavour to obtain for the post of Inspector a man of the best scholastic and social qualifications, but he would reduce the number of these officers and redistribute their duties, whereby an opportunity would be given for the larger employment of Natives on higher pay than that of Deputy Inspectors. He would have three Inspectors-General, recruited from the same class as Her Majesty's Inspectors in England, or from men who have actually put in some period of service as such, and under them would have, for every two districts and in some cases for a single district, an officer with the title of Inspector of Schools, who might be a Native or a European. Funds for the change might be obtained from the abolition of the post of Inspecting Schoolmasters, which, though needed in the first

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instance, has now become unnecessary, if not mischievous. The defect of the present system is that the area under the supervision of each Inspector is unmanageably large. It prevents the Inspector examining as many schools as he ought, and throws into the hands of the Deputy Inspector the disbursement of the entire money which is spent on the results grants. It leads also to collusion between the Inspecting Schoolmasters and the Deputy Inspector, if the latter be dishonest; and Dr. Bradshaw states that many of these officers are not yet of that standard of uprightness in all cases which could be desired.

Mr. Flanagan, Principal of the Coimbatore College, is opposed to the appointment of Natives of India as Inspectors at present. He considers that for this office are required men of high character and proved integrity, who have been in the service already as Teachers, Professors and Principals, and who thus, through a course of years, have received a training calculated to give them a clear insight into the needs of the Department. He thinks that Native graduates have not yet received such training as to ensure this, and further considers that the appointment should be held by an officer of different nationality for the sake of the Natives in the subordinate grades.

The Right Reverend Bishop Caldwell thinks that the time has not yet arrived when Natives can be safely employed as Inspectors of Divisions with full powers, as Natives cannot be expected at present to free themselves sufficiently from the influences of religion, caste and relationships. The Reverend Messrs. Tarbes, Sewell, Jones, Peel and Sell are of the same opinion, on similar grounds, and because the larger patronage of an Inspector and his power of punishing subordinate officers require judicial energy and firmness. On the other hand, Professors Oppert and Wilson, Assistant Professor Elliott and Mr. Subrahmanya Aiyar, Editor of the *Hindu* newspaper, consider that Natives might be employed altogether or to a large extent in the inspection of schools, which does not require the present expensive imported agency.

The question of the employment of Natives as Professors practically depends on the inquiry as to the branches of knowledge for the teaching of which fully qualified Natives are at present available. There is no indisposition to accept Natives as Professors when they are competent, and cases have been referred to in which Native gentlemen have attained a high degree of proficiency in certain subjects, but considering the present stage of education in Madras, there seems no doubt that there are some subjects the teaching of which must, for a time, rest with European Professors. The inclination is to have all the Professors in the Presidency College, except, perhaps, the Professor of Oriental Languages, Europeans, and in all Colleges to reserve for Europeans the Professorships of English Literature and Physical Science. The Presidency College should be the Model College for the Province and maintain, by means of specialists imported from Europe, the high standard of knowledge in its latest development in all branches, to which all other Colleges should work up.

Dr. Bradshaw, who has been an Examiner in English Literature for the M.A. degree for the last eighteen years, states his impression to be that he has not yet met any candidate in English Literature who would take even the second honors at an English University. Mr. Michie Smith, Professor of Physical Science at the Madras Christian College, writes as follows respecting the progress and capacity of Natives in the subject which he teaches:—"With reference to the statement that I do not consider it possible at present to obtain men to teach Physical and Natural Science, I would point out that there are two main reasons for this. In the first place my experience in teaching Physical Science has made it painfully evident to me that the observational faculties of the youths of this part of India are sadly undeveloped. Most youths seem to go about without using their eyes at all, and the most striking natural phenomena may be taking place around them without their observing anything out of the common. I will not go so far as to assert that many of them have never seen a flash of lightning, but I have found students in the third or fourth year of their College course who had never seen a rainbow, while less striking natural phenomena are observed by hardly any. In fact, I may say that I have not come across a single student in whom the faculty of observation was at all fully developed. This, of course, is to a large extent a matter of early training, and we may justly hope that in time the difficulty will be overcome, and that boys will be taught to keep their eyes open and to observe what is going on in the world around them. At present, however, the want of the faculty of observation is a fatal stumbling block. A closely allied minor difficulty is that boys are not taught to use their hands, and that many of them, not all, consider it rather derogatory to do so. The consequence of this is that great difficulty is thrown in the way of their learning any experimental science. This leads to the second main reason alluded to above, *viz.*, that no laboratories exist here in which experimental science can be thoroughly taught, and that the great expense involved in fitting up such laboratories will probably stand in the way of their being obtained for many years. For an experimental science, mere book-

learning has but little value, and no Professor can be expected to be a success who has not passed through a full course of laboratory training."

Dr. Wilson, Professor of Physical Science in the Presidency College, states that Scientific Education, *i.e.*, in Physical and Natural Science, in the Presidency, is still in its most elementary stages. No agency he says at present exists for training, although last year 6,500 candidates appeared for the Matriculation Examination of the University, all of whom were examined in Elementary Chemistry and Physics and were supposed to have been taught in those subjects. There is not a single Science College or a single institution where a sound education in Science can be obtained. The Presidency College has had two Science Professors for the last eighteen months, but for eleven years Dr. Wilson was the only Science Professor and he was expected to teach in every other subject, which he did with varying degrees of inefficiency. In the subjects in question he thinks it certainly necessary to go to Europe for Professors for many years to come, until institutions exist in this country such as are numerous in England.

There is a general agreement among the other witnesses that Native gentlemen competent to teach these subjects up to the standard required for high degrees are not at present to be found in the Madras Presidency.

On the other hand, as to Sanskrit, Dr. Oppert, Professor of Sanskrit in the Presidency College, states that there are certainly Natives who must know Sanskrit much better than a European. Mathematics also is by more of the witnesses allowed to be a subject in which Native students attain a high degree of proficiency, and the Professorship of Mathematics in the Presidency College is at present held by a Native gentleman. In other branches of knowledge, opinions differ somewhat as to the possibility of finding competent Natives of India willing to accept Professorships; where they can be found, there is no objection to employing them.

The present system of grading Inspectors, Principals and Professors in one list is objected to as not securing the best men, as distributing promotions and pensions unfairly among officers in the graded list, and also as unfair to Professors outside the graded list, inasmuch as it blocks up for them all avenues to advancement. It is urged also that though such a system may have been wanted on the first establishment of the Department, yet that education has now progressed so far that Professors should be specialists, and employed as such instead of being expected to teach anything. For this purpose sufficient inducement in the shape of larger initial salaries or progressive increases of salary must be held out to encourage competent men to come out to this country from Europe and to devote themselves to these special subjects. Opinions vary as to whether engagements for a limited term without pension, but with prospects of re-engagement, would prove satisfactory. Some witnesses consider that by this means young and energetic men, anxious for some Indian experience in their special branch, would be best secured, while others fear that the men whom it is desired to procure would not interrupt their career at home for prospects of such uncertainty. The question could probably be settled only by experience.

The following extracts show the opinions of the witnesses on these points:—

Departmental Member.—"I would remark here without discussing the subject at length, that I am quite of opinion that so far as Professorships are concerned, the present system of graded promotion as well as of long service is radically wrong, and so far from operating in the direction of securing men of higher literary or scientific attainments for the service of Government, it has an opposite effect. Believing as I do that Government should not undertake to provide superior colleges for India, unless it officers them with Professors of very high attainments, and unless it provides that such men should not lose touch with the advance of knowledge in Europe, I take it as essential to securing such men that their pay shall be much higher than that on which graded officers now begin; secondly, that their term of service shall be very much shorter than at present; thirdly, that for such service, if approved, they shall receive ample consideration in the way of bonus or pension; and, lastly, that these officers shall draw this salary whether fixed for the full term of service or rising gradually, independently and shall not, as now is, I fear, often the case, have their mind diverted from their high calling by contemplating the chances of permanent or temporary promotion. If the Government teachers of religion are spared this temptation, why should not teachers of other branches of knowledge?"

"If the State cannot afford to maintain so expensive a system, it would, in my opinion, be better for it to leave the direction of the higher education movement in other hands. I would add that I think the Local Government would be more likely to secure better men if they had the power of selection in the first instance, instead of the Secretary of State, these selections being subject to the final confirmation of the Home Government. The Director of Pub-

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lic Instruction would naturally take the greatest pains to find out the most fitting person by means of correspondence or by personal inquiries when in Europe. He would have to satisfy the Local Government that the nomination was the best possible, and again the Local Government would have to secure the final approval of the Home Government. This process which, I submit, is quite practicable, would, I believe, better assure the employment of the best men than that now in force."

Dr. Oppert, Professor of Sanskrit, Presidency College.—"While the days of highly-paid Inspectors are numbered, specialists are wanted, but to induce a man of eminence to come out to this country, he must be tempted by peculiarly favorable conditions, for he does not only sever his connection with his home, but runs the risk also of losing touch with the new important scientific discoveries. It must also not be forgotten that teaching in this country exercises a heavy strain on the mind and prematurely even weakens the strongest constitution."

* * * * *

"The pension of an Educational officer is dependent on the grade to which he belongs. This limitation is objectionable. At this moment as I am still in the 3rd grade, I can, if invalided, only draw ₹2,000 a year, while if I were in the 2nd grade, I should draw ₹3,000. In the Public Works and Ecclesiastical Departments pensions can be obtained after a certain number of years, but in the Educational Department, pensions are only given if a person is invalided before his time after 12 or 15 years' service, or if he retires at 55 or 60 years of age. A fixed graduated scale of pensions to be paid in English pounds sterling is a necessity for European Educational officials, as the value of the rupee is rapidly falling, while in India the rupee has pretty much retained its original value."

Dr. Bradshaw, LL.D., Inspector of Schools.—"I consider the graded system is unsatisfactory because promotion in it is uncertain and dependent entirely on death or retirement—in some cases abnormally rapid, in others long deferred; while in other services, such as the Medical or Ecclesiastical, a man knows that if he does his work for years he will get something more."

"Again, the pension rules of the Uncovenanted Service are not suitable for the class of men who are to be employed in the Educational Department, not only in consequence of the length of the service required, but because the amount of the pension depending on the amount of salary enjoyed by the officer for the five years previous to his becoming entitled to pension, many men are induced to hang on who might have retired, and so cause a block in promotion. At present it is necessary that a man should draw ₹1,000 a month to qualify him for full pension. Again, the retention of men over 55 years of age who have qualified for the higher pension is unfair to the rest." To the question "Would it be better to abolish the grades and have a service of Professors engaged for a term of years on fixed salaries," the witness replied: "I would have both. I would have a service in which men would get promotion after a fixed period, and I would also have specialists, men of eminence in certain subjects at home, who would come out here for a period on such pay as would induce them to come. I mean men whose reputation was such that they might feel confident that after being out here for a term of years and acquiring some experience, they would be able to revert to their own duties in their own University."

Dr. Wilson, Professor of Physical Science, Presidency College.—"I quite understand that the present (graded) system does not secure the best men. There is no system here like that which obtains in England and the Colonies of advertising when a vacancy occurs in the scientific and other papers and inviting candidates to send in their names and certificates and testimonials, which are then considered and selections made of what appear to be the fittest men. In the case of an Indian University no applications are invited, but the India Office refers to some Professor or other with whom they are intimate."

Mr. Runganatha Mudaliyar, Professor of Mathematics and Natural Philosophy, Presidency College.—"I do not advocate the graded service as good in itself, but only on the ground that it has opened up a way to promotion which did not exist formerly, and if any better system can be devised of ensuring promotion at fixed stages of a man's career, I should certainly prefer it to the present system, which is after all very uncertain in its operation." This witness also objects to the injustice of the two-third salary rule when applied to Native officers promoted to the graded list who have served long and efficiently in the lower branch of the Department.

Mr. E. H. Elliott, First Senior Assistant Professor, Presidency College—who advocates the abolition of the distinction between the graded and ungraded service, writes as follows:—

"The erection of a portion of the Department into a distinct service has given rise to distinctions that cannot always be maintained and must naturally cause a good deal of heartburning

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among those who cannot see why they should be excluded from sharing, even to some little extent in the benefits and privileges accorded to a select few. I proceed to notice some differences that have resulted from this partial grading of the Department. In the graded service, promotion is quite independent of work to be done, and is regulated entirely by the principle of seniority tempered by selection; in the non-graded service, promotion implies a transfer from one appointment to another, frequently a transfer from one place to another, with heavier work and higher responsibilities. In the one case there is increase of pay, it may be, from R500 to R1,500 without any corresponding increase to the duties performed; in the other there can be no increase of pay without some, and it may be a very considerable, difference both as regards quantity and quality of the work. I cannot see why the principle that regulates pay and promotion in the one case should not apply to the other also. Again, in the graded service, the increments allowed are R50 annually; in the non-graded service, the increments sanctioned are never more than R10 a year, even in the case of persons with more than 15 years' service, filling important posts in the Department. To put it in a more concrete form, the Professor of English in the Presidency College would rise from R500 to R750 by annual increments of R50, and then as vacancies occurred in the higher grades, to R1,500, without the slightest addition to his duties or responsibilities; while the Assistant Professor, doing almost the very same kind and the same amount of work, must wait for eight or nine years more before he can rise from R360 to R400, the maximum salary of the appointment, that being the highest appointment, I may remark, which an Indian graduate in the non-graded service can fill in the Presidency College. I wish to guard myself here against being misunderstood; I am very far from claiming that Indian graduates with, let it be conceded, inferior qualifications, should, when serving in their own country, receive absolutely the same increments and the same salaries as English graduates selected by the Secretary of State to fill the higher appointments in the Department. That there must be differences I do not deny, but the inequalities I have pointed out are, I submit, greater than they should be.

"Next the principle on which some appointments are included in, while others, apparently of equal importance, are excluded from the service is not very intelligible. For instance, it is not easy to understand why if the Professors of the Presidency College are graded officers of the Department, the Principal and Vice-Principal of the Agricultural College, not to mention the Lecturers of the Kumbakonam College, who do the very same work, should not be in the graded list also. It cannot be maintained that the duties of the latter are less onerous, less important, or less useful to the country. Take again another instance:—The Principal of the Teachers' College is an English graduate drawing a higher salary than the minimum salary of the graded service, and yet important and responsible as his duties are, he is not in the graded list, and must so long as he remains in his present appointment rank lower than the youngest officers who may happen to be appointed Professors of the Presidency College or Inspectors of Schools. An officer in his position can hardly be expected to regard with satisfaction an arrangement which permits men of the same attainments and the same academical distinctions as himself to rise from R500 to R1,500 while he remains on his fixed salary of R600." The witness gives an instance where an officer who came out as a specialist for the Teachers' College obtained a Professorship in History in the Presidency College, thus stepping over the heads of others who were his seniors in service.

The Director, Public Instruction, has furnished the Sub-Committee with an interesting memorandum on an attempt to introduce athletic training into the Educational Institutions of Southern India, which will be found printed* as an appendix to this note.

Bombay.

Bombay. Education.

As in Madras, the Department was established in 1855-56.

The Directorship, on R2,000 rising to R2,500, is held by a Departmental officer. There are seventeen appointments in the graded list. These are three Principalships of Colleges, ten Professorships and four Inspectorships with salaries rising from R500 to R1,500. One Professorship is at present vacant. Natives of India appointed to a graded office since 1882 receive only two-thirds of the pay fixed for Europeans. The Director and thirteen graded officers are non-domiciled Europeans, one is a domiciled European and three† are Hindus. There are ten ungraded College appointments—Professorships and Lecturerships—on salaries ranging from R125 to R500. Four of these are held by non-domiciled Europeans, one by a Eurasian, one by a Hindu, one by a Mahomedan and three by Parsis. In the Bombay School of Art there are

* At page 173 of the Volume relating to the Education Department.
† One of them is substantive *pro tem.* only.

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two superior appointments, the Principalship on R900 and a teachership of Drawing on R500 rising to R700. The incumbents of both these appointments are non-domiciled Europeans.

High Schools for Males.—There are twenty appointments on salaries ranging from R200 to R700. Only two of these posts are filled by non-domiciled Europeans; all the others are filled by Natives of India in the Statutory sense, *viz.*, one by a Eurasian, twelve including the highest paid by Hindus, one by a Mahomedan, three by Parsis, and one by a Native Christian. The Local Government desires that in future non-domiciled Europeans should not be employed as Head Masters of High Schools.

High Schools for Females and Training Colleges.—Of the three Lady Superintendents on salaries from R300 to R500, one is a domiciled European and two are non-domiciled Europeans. All other appointments in the Department are held by Natives of India of unmixed blood. The more important of these are three Principals of Training Colleges on R300, five Deputy Inspectors, and the Curator of the Book Depôt, on R250, 300 and 350, and four Translators on R200 each.

Thus, of 87 appointments on salaries of R100 and upwards—

24 are held by non-domiciled Europeans.
2 do. by domiciled Europeans.
2 do. by Eurasians.
45 do. by Hindus.
7 do. by Mahomedans.
6 do. by Parsis.
1 is held by a Native Christian.

Admission to the Department.—The graded list has been recruited in different ways. Of seventeen officers now on the list, seven were appointed by the Secretary of State for their special qualifications as teachers of particular subjects, three were appointed to High Schools by the Secretary of State and promoted to the graded list by the Bombay Government, four were appointed to ungraded offices by the Local Government and were afterwards promoted to the graded list, and three men came to India in the service of private employers and were appointed to the graded list by the Local Government. Entrance to the graded list must be by the lowest class in the grade. There is a standing order of the Secretary of State forbidding the appointment of Europeans unless by the India Office, and it is also ordered that subordinate officers of approved merit should be eligible for the graded list. This list consists of four grades, and the orders for promotion are—(*a*) that members of the two highest grades will, as a rule, be selected from the lower grades, but the Government reserves to itself full power in case of necessity to look elsewhere for suitable officers; (*b*) members of the 4th grade will be promoted to the 3rd grade by seniority, whether performing the duties of Inspector or Professor, except in cases of special disqualification.

Appointments to the other offices are made by the Local Government unless when special qualifications not attainable in this country are required, such as for the Agricultural Teacher and the Teachers in the School of Art.

Good service as Schoolmasters or Assistants has been chiefly regarded in making appointments to the Head-Masterships of High Schools and Training Institutions, and to Deputy Inspectorships.

Employment of Natives.—The Governor in Council is of opinion that the whole of the lower appointments in the Educational Department should be held by Natives as defined in the Statute 33 Vic., Cap. 3, and that the imported Europeans should be as good as possible, as few as possible and as highly paid as possible. He would reserve two of the four Government Inspectorships for Natives, so that an intimate knowledge of the people of the country might be combined with European accuracy and method, but the proportion should not be larger because of the jealousies between Hindus and Mahomedans, and because of the number of European schools and of the necessity of keeping touch with European progress in educational matters. He would, as a rule, reserve for the best Europeans who could be induced to come out, all Professorships in the Presidency or Central Colleges except those of Oriental Languages, and in other Colleges those of English Literature, Logic, Political Economy, and History. He would throw open to Natives of India all Professorships of Oriental Languages and Science and Mathematical Professorships in Provincial Colleges which should be aided and not Government institutions. Special salaries like those in the graded list should be given to imported Europeans only, the salaries of Natives being fixed with reference to local considerations and the nature of the duties to be performed. A saving would thus be effected which would make it desirable to employ Native agency when possible and enable the Educational Department to employ a larger number of teachers than at present.

The Government of Bombay also considers that for Professors special appointments should be the rule without exception except for the grounding of junior classes in English, for which work the best European Schoolmasters are well fitted; but for a Schoolmaster or Inspector the best candidates are found among the Deputies and Assistant Teachers except when a Professor comes forward who is fitted for an active life and has plenty of common sense, patience and tact. Inspectors should be recruited from below, while the Professor should be a man fresh from the University and not jaded by long drudgery in a school.

Of seven witnesses orally examined, all are unanimous that Native agency might be more largely employed than at present for the inspection of schools. It is pointed out that the inspection of the schools is satisfactorily carried on at present by Deputy Inspectors who are all Natives of India, and that inspection by Europeans is wanted only for European schools. Some witnesses consider that even for these it is unnecessary.

Transfers from the Inspecting staff to the Professorial branch are condemned. As to Professorships, Dr. Peterson, Professor of Sanskrit at the Elphinstone College, would have all the Professors imported from Europe. He thinks that if Sanskrit is to be studied in India with the same scientific precision and fruitful results as other branches of European learning, it stands in need of living contact with European thought in the same way, though not perhaps to the same extent, as any other subject. He conceives also that it is absolutely impossible for any one to keep precisely abreast of the progress of European research in Sanskrit and the cognate subjects who does not know the Continental languages. Such knowledge, he states, is extremely rare among Native scholars and is likely to continue to be so until there is some provision for the endowment of learning. As to Professorships in other subjects, he thinks that general considerations apply, and that it is an essential part of the idea of English education in India that by the appointment from time to time of English Professors, the pupils are brought in contact with English thought, not only by books and lectures, but by the presence of educated Englishmen in the Colleges. An English scholar not only brings with him a certain amount of education that a Native scholar may have in an equal or greater degree, but he is, supposing he is well chosen, a man imbued with the spirit of European thought.

As regards Oriental Languages and Mathematics these views are not shared by other witnesses. Dr. Bhandarkar, Professor of Oriental Languages in the Deccan College, considers that Native graduates could be found to teach up to the M.A. course in Oriental subjects and perhaps in Mathematics, but he would have one College in the Presidency in which the Mathematical Professor should be from Europe. Other witnesses state that the Professorships in these two subjects should be held by Natives, but it is admitted by some that men are not to be found capable of teaching beyond the B.A. honor standard, and that study and research are rarely prosecuted for their own sake by graduates after they have obtained their degrees. It is, moreover, alleged that other more highly-paid branches of the Government service or professions attract the best graduates. As regards other subjects the preponderance of evidence is in favor of English Professors.

Mr. Oxenham, Principal of the Deccan College, writes as to the employment of Natives: "I think that probably half the Professors might be Native graduates, and I am assured by Native gentlemen whom I can trust, that Professorships carrying such pay as ₹250 rising to ₹500 would attract fully competent graduates. The nature of the work is congenial, and the feelings of regard and social respect immemorially associated with such a position in Indian society would combine to compensate for moderate pecuniary emolument."

The graded system of Professors and Inspectors combined is advocated by some witnesses as securing certainty of promotion and experience. Dr. Peterson thinks that only specialists should be appointed Professors, and that their promotion should be arranged for without involving the necessity of transferring them to other work. He complains that specialists are treated simply as so many members of a service in exactly the same position. He adds that at one period of his service he was almost forced to become Professor of English Literature, and he had the greatest difficulty in bringing it home to the mind of the authorities that such a transfer would be tantamount to the close of his career as a Sanskrit scholar. As the pay of both appointments was the same, it was for some time considered that his objections were most unreasonable.

On the other side the Director of Public Instruction writes with reference to this subject: "The officers now sent out to the Government Colleges are drawn from the same class as Assistant Masters in England, and their duties in India resemble those of a College Tutor at Oxford. They are selected at Home for proficiency in some particular subject of the University curriculum, but they come out directly after taking their degree and are not specialists, *i.e.*, men who have devoted their time to a particular line of study. Some of them become specialists

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in India, but the only officers who have ever been sent out from England with a real right to be called specialists are the three German scholars * who had studied Sanskrit for a considerable time after leaving the University. Specialists or Professors in the proper sense of the term, *i.e.*, men who devote their lives to a single branch of study may be employed if the present College system gives place to the Scottish or German system; but specialists alone could never work a College except at enormous cost and unless they ceased in part to be specialists. The number of subjects required by the University steadily increases, and specialists would count it a loss to give time to any but their particular subject, while in a College system there are always duties to be performed which do not obviously belong to any particular person and must be performed by volunteers. Moreover, in Indian Colleges there is the difficulty which arises from frequent absence because of sickness or furlough, and it would be practically impossible for the Department to work a College with nothing but specialists on the staff. These difficulties would not exist in the same degree if the University took the place of Government. The University would not be tied down by rules and codes as Government necessarily is; but it would be an expensive thing to make a sudden change, as vested interests would have to be guarded or compensation given. And, lastly, the University could not undertake fresh duties without a new charter, so that legislation would be necessary."

* Haug, Bühler and Kielhorn.

The importation of Professors from England under engagement for short periods is not generally approved. It is feared that superior men of the stamp wanted would not be induced to come out even for salaries much higher than at present, and that the advantages of experience would be sacrificed. It is urged on the other hand that these drawbacks would be mitigated or minimized if the engagement were open to renewal at the end of its term.

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The Department of Public Instruction in the Lower Provinces was established in 1855.† It consists of two branches, the Superior and the Subordinate Graded Services, together with some special appointments which are not graded. To the superior graded service, containing 40 appointments, belong the Principals and Professors of Government Colleges and Inspectors of Schools, and the Directorship of Public Instruction is held at present by an officer of that service. These officers, excluding the Director, are divided into four classes, with salaries ranging from ₹500 to ₹1,500. Natives of India appointed to the superior grades after 1881 draw only two-thirds of these salaries.

Including the Director, there are in the superior grade 31 Europeans not domiciled in India, 1 Eurasian, 6 Hindus, and 1 Native Christian. Two offices are vacant. The Local Government accepts 7 out of 40 as a minimum of these appointments to be held by Natives of India, and Sir Steuart Bayley, the Lieutenant-Governor of Bengal, expresses his willingness to see it extended.

In the Subordinate Graded Service there are 174 appointments with salaries ranging from ₹100 to ₹500. One of these is vacant. Only 4 are held by Europeans not domiciled in India and 1 by a domiciled European; while 5 are held by Eurasians, 155 by Hindus, 5 by Mahomedans, and 3 by Native Christians.

There are 35 ungraded appointments with salaries of ₹100 and upwards. Of these, 8 are held by non-domiciled Europeans, 1 by a Eurasian, 20 by Hindus, 5 by Mahomedans, and 1 by a Native Christian.

In the whole Educational Service, with the limit of salary stated above, different races are thus represented:

Europeans, non-domiciled	43
„ domiciled	1
Eurasians	7
Hindus	181
Mahomedans	10
Native Christians	5
Total number	247

Admission to the Superior Grade.

European officers are selected by the Secretary of State, and Native officers, as a rule, by the Local Governments. Promotion is made strictly according to seniority, provided the officer is efficient and is regarded as eligible for further promotion. Of the Native officers now in the superior grade, seven were appointed from the lower branch, and one direct by the Secretary of State.

† *Vide* Report of Education Commission, Chapter II, Para. 33.

The qualifications required for service in the superior grades are thus described by Sir A. Croft, the Director of Public Instruction: "For the superior grades of the Department, that is to say, generally speaking, for Professorships of Colleges, it is essential that no one should be appointed to the fourth or lowest class who is not able to teach up to the M.A. standard in one or other of those branches of Literature or Science in which examinations are held and degrees conferred. For this purpose we must go where the best education in Literature and Science is given. In other words, we must procure our Professors from England so long as the standard of instruction in English Universities is higher than it is in the Universities of India. The same is true of the four superior graded appointments in the Engineering College. For the Principalships of the Sanskrit College and the Calcutta Madrassa, a less high standard in European Literature and Science is required; and the holders of these appointments should preferably be distinguished in the Oriental classics. For Inspectorships of Schools, energy and activity and power of organization and administration are the chief requisites."

As regards the officers recruited in England, while it is allowed that some distinguished graduates of Oxford and Cambridge have been obtained by it, it is urged that the system of recruitment adopted by the Secretary of State is not such as to attract the best men. Candidates are, it is said, advertised for in England only on the occurrence of a vacancy; and thereby only those men are secured who happen to be disengaged at the time, and no applications made at other times are attended to. It is stated also that appointments are not made in communication with the Heads of Colleges. Again, it is argued that appointments in the lowest class of a Graded Service in which those appointed are required to discharge at different times the duties of Professors of different branches of learning, or Principals of Colleges or Inspectors of Schools, is not a system calculated to secure the qualifications necessary for maintaining the high standard of instruction in special subjects which should be upheld in the principal Colleges; and that the employment of officers indiscriminately in these somewhat incongruous duties must lessen their capacity for the efficient performance of any one of them. An excellent Professor, say of Natural Science or Mathematics, will not necessarily make a good teacher of English Literature or Inspector of Schools, and the best Inspectors may be ill-fitted to discharge the duties of a Professor; yet the exigencies of the service as at present constituted, caused by the necessity for supplying places of absentees or even of giving well-earned promotion, occasionally require the transfer of officers from one of these classes of appointments to another.

A prejudicial effect on recruitment in England is also stated to be produced by the lowness of the initial pay, ₹500, at least so far as the scientific appointments are concerned, and by the pension rules. ₹500 a month will not now attract men such as are required for Scientific Professorships in the larger Colleges, and no higher pension is admissible to any Educational officer, whatever his salary and whatever his length of service, than ₹5,000 per annum. Pensions are attainable only on medical certificate after 15 and 25 years, and good service pensions after 30 years. Officers enter this Department at a later age than those in other branches of Government service, and hence feel more keenly the long period of residence required to qualify for pension. Rules suitable for services which begin at an earlier age are not suitable for one in which the age at admission is 25 or over; and the pension rules of Chaplains and Law officers are referred to as evidence that Government has admitted the principle in such exceptional cases.

In the case of Native officers of the superior grade advanced to that grade since 1880, the hardship of applying the two-thirds rule to initial salaries is pointed out, the salaries of the highest class of the lowest superior grade and of the lowest class of the highest subordinate grade being the same.

Employment of Natives in the Educational Department.

The Director of Public Instruction writes on this subject: "The question of race is really indifferent. Given certain qualifications, it is immaterial whether the possessor of them is a Native of England or a Native of India. But because these qualifications are generally confined to graduates of English Universities, it follows that Professors of Colleges are for the most part Englishmen. But not universally so, for of the five Native Professors of Colleges, four are graduates of English Universities, while the fifth (the Revd. Lal Behari Dey) is a writer of English books of repute. For Inspectorships of Schools the race question does not arise in any form, except that it has been officially declared in Bengal that Natives of India can discharge the duties of those posts with complete efficiency. Two out of the five Inspectorships are now held by Natives of India. The eighth and last Native officer is the Principal of the Sanskrit College, which has been held sometimes by a European scholar, sometimes by a Native of India."

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As regards Inspectorships, there is little difference of opinion among the witnesses examined. Some doubts have been raised as to the competency of Natives to inspect satisfactorily schools for Europeans; and it is suggested that European Inspectors are more free from bias in dealing with Native schools. But the cases of European schools are few and exceptional, and can be separately provided for, if necessary; while as regards Native schools, the possible disadvantage attributed to Native Inspectors is out-weighed by their superior acquaintance with Native wants, usages, and ways of thought.

The opinions of the Bengal Government and of the Department on this point are confirmed practically by independent testimony. The Revd. K. S. MacDonald, Principal of the Free Church Institution, states that the schools of the body to which he belongs, situated outside the limits of the Presidency town, are under Native inspection.

Babu Surendro Nath Banerji, Professor in the Ripon College, Calcutta, considers Natives equally competent with Europeans to inspect schools; and adds: "I would separate the Professorial and the Inspecting staffs. Certain qualifications are required to make an efficient Inspector which the Professors do not and never will obtain. To be an efficient Inspector, you must know something of the practical working of the smaller schools. I would leave it to the Director of Public Instruction to appoint from Masterships of Schools to Inspectorships in exceptional cases. Generally, I would recruit the Inspector's grade from a local graduate under trial as Deputy Inspector, which, I believe, is done now in some cases." Mr. Anderson, Rector of St. James' School, Calcutta, disapproves of the present division of the service, and thinks that the distinction ought to be between Professors and men of considerable attainments, and men like Inspectors and Schoolmasters, he says:—"I would suggest also that Inspectors should not be appointed straight from England as at present, but from men in this country with practical experience in teaching. At present we have Inspectors who have had no experience whatever of practical teaching." Mr. Ananda Mohun Bose, who was educated at the Presidency College and at Christ College, Cambridge, and is now a member of the Calcutta Bar and President of the Council of the City College, an Institution taught entirely by Native graduates, gave the following evidence on the point: "With regard to the Inspecting staff, it ought to afford a much larger field for employment to Natives of this country. Out of the five Circle Inspectors, there is only one Bengali in a permanent appointment; the other is officiating merely. I believe it will be generally admitted that a properly selected Native gentleman would be equally competent for the duties of Inspector as a European. On the whole, I think, he would have the advantage. It may be that Bengali Inspectors would not have practical experience of the systems of education as carried on in the great educational centres of Europe; but even that comparative disadvantage may be removed by proper selection;" and the Honb'le Raja Peari Mohun Mukerjea, C.I.E., Additional Member of the Council of the Governor General for making Laws and Regulations, himself an M.A. in Physical Science and a B.L. of the Calcutta University, a Member and Honorary Secretary of the British Indian Association, and a landholder, who supports 20 grant-in-aid schools, states: "I wish to say that, in my judgment, the Inspector branch of the Service should be entirely manned by Natives, as they are fully capable for that work, and the class of school is not higher than a High School."

As to Professorships, of which five are at present held by Natives, as stated above, the principle is very generally assented to that the most highly qualified men obtainable should be appointed irrespective of race. And there is a great preponderance of evidence to the effect that, except in certain branches of learning—and as to these there is not unanimity—Natives of India do not at present possess the requisite qualifications, and that a much larger employment of Natives would lead to a lowering of the standard of education. It is admitted on all hands that at the Presidency College this standard should be maintained at the highest possible pitch; and there is little dissent from the general view that for this purpose highly educated European Professors are indispensable. Some witnesses, to whose opinion great value must be attached, consider that the Presidency College should be converted into a high class teaching University. In the smaller Colleges a larger employment of Native Professors in certain subjects is recommended.

The following extracts from the evidence will show the opinions of the most competent witnesses on this point:

Mr. C. H. Tawney, Principal of the Presidency College, Calcutta:

As Principal of the Presidency College, how far do you think it would be possible to substitute the best graduates the Calcutta University can produce for the present European teaching staff of the College?—Up to the B. A. standard in Mathematics and Physics; possibly

to the B.A. Honors Standard. Certainly not to the M.A. standard in those subjects. There are always objections to a Native gentleman as a teacher of English or History, or any subject in which a good command of colloquial English and English pronunciation is desirable. Students attach great importance to the latter especially, and rightly. As regards discipline, I am of opinion that European Professors maintain it better than Natives. I have, however, had only one striking instance of insubordination to a Native Professor, which was, I think, partly due to his own fault. I remember quite as bad instances of insubordination to the European Professors. I think it was partly owing to the fault of one of them. One, a grave instance, had been preceded by gross insubordination to a Native Professor. In that case I think the students were altogether in fault. It was put down summarily, and we have had no trouble since. The present Native Professors are, I think, respected, and maintain discipline. For the last two and half years we have had nothing approaching to insubordination.

In the interests of higher education, would you advocate the larger substitution of graduates of the Calcutta University for Europeans in the teaching staff of the College?—To me the question presents itself partly in the form of a financial question. Supposing that my purse was unlimited, I would have all the Professors Europeans.

Would you alter the constitution of the College in any way so as to develop its efficiency as a teaching institution?—Yes. I think a great many Professorships might be introduced with advantage. For instance, Professorships of Biology and Botany. Our students say they do not wish to go to the Medical College to learn Biology, and would be very glad if they could get some Botanical Lectures. I think the scope of the College might be developed in many directions; but of course, unless the Government is prepared to spend a great deal more money than I think they are, it would involve a reduction of the establishments of several other Colleges in Bengal. If the alternative were offered me, I think I would sacrifice some of the other Colleges for the sake of elevating the Presidency College to the status of a teaching University. I think the conditions of student-life would be to a certain extent altered by the establishment of a hostelry, which would make it possible for students from other parts of India to come to Calcutta.

Do you think also that the public interest in the Government Colleges outside Calcutta is not so great as it used to be, owing to the development of railways and communications generally, and that that is an additional argument for transferring funds from these Colleges in order to strengthen the position of the Presidency College?—That is my opinion.

In the Superior Graded Service there are, out of forty appointments, eight held by Natives You have had some experience of the work of Native Professors in Colleges?—Yes.

Are they, in your opinion, quite competent for the duties they discharge?—I think many of them are. One gentleman, who is called a Native of this country, Mr. Percival, is eminently qualified. He was educated at the Presidency College, and afterwards went to London and took the degree of M.A. in classics at the University there.

If you could have Natives of India who were fully qualified for the duties of Professors, you would not, I suppose, give any preference to Europeans merely on the ground of race?—Certainly not in any subject not requiring an intimate knowledge of English. I think an Englishman has always an advantage in subjects which do require that knowledge.

Mr. A. Pedler, Professor of Chemistry, Presidency College, Calcutta:

You have had a good deal to do with teaching Chemistry to the pupils in the Presidency College?—Yes; and in the Engineering College also.

Do you consider that the best graduates whom you have turned out from the Presidency College are educated up to the highest standard of instruction that is obtainable in England?—Certainly not.

Would you, in the interests of education, advocate the appointment of Calcutta University graduates to teach Physical Science in the place of the best men that can be obtained from England?—Not for teaching up to the M.A. standard, nor to the M.A. Honors; possibly they would be competent to teach up to the B.A. pass. I think that what is greatly wanted for teaching up to the highest class here is specialists. In the first place, education is making such rapid strides that, unless a man takes up a subject, he is not able to keep abreast with that subject: in the second place, I do not think that our present system of education is calculated to produce specialists, but rather to produce men of fair general education: in the third place, the majority of Native graduates when they have taken their M.A. degree seem to consider that they have completed their education, and either entirely or practically cease their studies in Natural Science. Year after year I have tried to persuade some of the men who have taken the M.A. degree after passing through my lectures to come back to me

and to go on with their studies with a view to original research afterwards, and I have never yet succeeded. As I said before, I think that one of the great difficulties in the way of finding qualified Native Professors of Physical Science is that graduates who have taken their M.A. degree fancy they have completed their education instead of simply having laid the foundation of it; and so long as this habit of thought continues, we shall never get the highest qualified teachers here.

Are your pupils in the Presidency College sufficiently instructed to be able to teach Natural Science at the High Schools and in the college classes up to the B.A. degree?—I have passed a very large number of Native graduates through my hands whom, with a little experience, I would thoroughly trust to teach up to the F.A. standard, and in many cases up to the B.A. pass standard; but the Honors standard is, I think, as a rule too high for Native graduates as they are at present. No doubt there are exceptional cases.

As regards the higher class of teaching, do you not consider that it will be found more necessary than anything else to select certain Colleges for the prosecution of certain studies: for instance, to make it a distinctive feature of one College to teach Natural Science to a higher degree of proficiency, and a distinctive feature of another College to teach Literature to a higher degree of proficiency, and would it not also be found more economical?—I would rather see teaching in India more centralised, and have one institution where the highest teaching in all branches could be carried on together. I think you would find it very much more economical to do so, because the branches of education dovetail into each other to such an extent that in a system such as you propose you would have to duplicate your Professors.

You would concentrate all the teaching in one institution in Calcutta?—Yes; I would convert the Presidency College into a great teaching University, teaching up to all standards.

And if that were done, would you consider it of so much importance whether the Government maintained its connection with the Mufasal Colleges?—I think the majority of these Colleges might then be handed over to the local authorities.

You think that our best Professors at present are to be procured from England?—Yes.

And therefore, in the interests of education, you would so procure them until equally good men can be obtained from Indian Universities?—I would.

Mr. J. Eliot, Professor, Presidency College, and Meteorological Reporter to the Government of Bengal:

Have you been able to judge of the capacity of Calcutta University graduates for teaching the higher subjects?—I have known them as students, not as Professors. I consider them quite capable of teaching up to the F.A. and B.A. pass standards, and perhaps to the B.A. Honors also; but I believe Native students themselves prefer that English should be taught by English Professors.

Would you wish to see the teaching of the Presidency College extended?—I should like to see it entirely altered. I would have it more of a University teaching conformed to the German model, without examinations, if possible.

Do you consider that the present system of examinations of the Calcutta University tends to injure education?—Certainly.

Would you in selecting Professors for your University give any preference to Natives or Europeans as such, or would you base your preference solely on the standard of training of the candidate?—Solely on the standard of training; but I think an element to be taken into consideration in choosing your teaching staff is the colloquial knowledge of English they possess, and I think that the Professors who come from England are more likely to possess the qualification of a thorough knowledge of colloquial English.

Mr. W. D. Webb, Professor, Presidency College, formerly Master in the La Martinière College:

Have you seen anything of the work of Native Professors?—We had a Bengali and a Hindi Professor in the Martinière.

Do you know the standard to which the highest graduates of the Calcutta University can attain?—Yes.

Is that standard above, up to, or below the highest standard at Oxford and Cambridge?—Below.

That being so, in the interests of higher education in this country, is it desirable to maintain the present complement of European Professors in the Department?—I think it is.

Your opinion is not based on race considerations?—Not at all.

Babu Shib Chunder Gui, M.A., Professor of Literature in the Sanskrit College, Calcutta: Bengal. Education.

What are your views with regard to the larger employment of Natives in the Educational Department of this country?—I think Native graduates may be found fully qualified to teach to the M.A. pass standard, but not perhaps to the M.A. degree or B.A. Honors. There are some educational institutions of which the Professors are all Natives, and which have hitherto done very good work. I am aware that the quality of teaching is not always to be proved by the number of passes secured.

Is it desirable to maintain the Presidency College in its present state of efficiency?—Yes: I think there is room for raising the standard of education in this country to a level with the standard of education at home, and for that purpose it is necessary to secure the services of first-rate European Professors.

But if Natives of India were equally competent to teach, you would see no reason for not employing them?—Yes. It is simply a question of training and ability.

Is it desirable that the Government Colleges in the Mufasal should have Englishmen at their head?—I think it is for some time to come, and it should be the business of the English Principal to teach English. In that branch of study European Professors have a decided advantage over Native Professors.

Babu Kristo Behari Sen, M.A., Rector, Albert College, Calcutta:

If you could get a Native Professor who was equally qualified, would you still prefer an English Professor?—I would have the best man I could get, no matter what his nationality was.

Which do you consider to be the leading college in Bengal?—The Presidency College.

To what do you attribute its excellence?—The reasons are evident. The Presidency College has a very highly qualified staff of Professors.

Do you think it desirable to maintain it at the highest point possible of efficiency?—Certainly.

Would not the effect of this gradual substitution of Native for European agency in the teaching staff of Government Colleges have the effect of lowering the efficiency of those Colleges during the period of transition?—No; what I mean by Native agency is just the agency which is employed in private Colleges, and also in many Government Colleges. I do not think the efficiency of those Colleges is impaired by the employment of Native Professors.

Mr. A. M. Nash, M.A., Inspector of European Schools:

From your experience as a Professor of the Presidency College, can you say whether an M.A. of the Calcutta University in Mathematics would be capable of filling a Professorship in the Presidency College?—Nine-tenths of the local M.A.'s are certainly not qualified to teach beyond the B.A.

That is to say, from your knowledge, first, of graduates of Oxford and Cambridge in Mathematics, and, secondly, of graduates of the Calcutta University in Mathematics, you consider that the graduates of Oxford and Cambridge are more competent as Professors than the graduates of the Calcutta University?—Picked graduates of Oxford and Cambridge are.

The M.A. standard at Oxford and Cambridge is a higher one than that at the Calcutta University?—The standard proposed is not so much higher, but the standard achieved is considerably so.

Is there a greater inclination shown by graduates of Oxford and Cambridge to independent study after taking their degrees than there is amongst the graduates of Calcutta?—Judging from my own case and my experience of the Mathematical men with whom I was intimate at home, I should say that the men at Oxford read more after taking their degree than they do before, whereas graduates of Calcutta, with very few exceptions, give up reading after they have taken their degree.

Do you consider that the salaries which are paid to Natives engaged on higher tuition are sufficient to secure the services of capable men?—My experience has reference only to Mathematics. I know very little of the men who adopt other branches of learning. I certainly do not think that they are sufficient to secure the best Mathematicians. Our best M.A.'s have resigned their appointments believing that they can do better as pleaders.

Do you find it the case also in the subordinate grades that men frequently resign the service for professional or other employment?—I have known a few such instances. I think also that there are very few instances of Mathematical M.A.'s remaining in the service.

Rai Bahadur Radhica Prosunno Mukerji, Inspector of Schools:

Where were you educated?—At the Krishnaghur College until I joined the Presidency College. That was in the transition period before the University was quite established.

Were the staffs of the Krishnaghur and Presidency Colleges at that time principally composed of Europeans?—Yes, with the exception of the Professors of Vernacular and Oriental Literature.

From your experience of graduates turned out by Government Colleges manned by European teachers and those turned out by Colleges under private management and manned by Native teachers, which do you consider the best educated?—Those students who have had the privilege of learning History, Philosophy, and Literature under Europeans have a better acquaintance with and command of English than those who have been taught entirely by Native Professors.

You would not advocate the substitution of Native for European teachers in the higher Government Colleges merely out of regard for Native interests?—I think Native interests would be better served by the higher Professorships for the next few years continuing to be filled entirely by graduates of Oxford and Cambridge.

Do you refer to teaching in English subjects?—To English, Philosophy, Science, and to some extent, Mathematics and Classics. Latin is a subject which is coming to the front.

Do you know any graduates of the Calcutta University who would be as capable of teaching Mathematics up to a high standard as the best Professors in the Presidency College?—I have seen some of the best Mathematical men from Cambridge as Professors and I have seen no Native graduate yet who, in my opinion, could hold his own against such men; yet I have in my mind two or three very good Mathematical graduates of the Calcutta University, and the best of them is perhaps the only one who has never tried his hand at teaching. My acquaintance with him is not sufficiently intimate to enable me to say whether he could hold his own against the first ten Wranglers at Cambridge. I can say, however, that I know of no other Native of India who is up to that standard.

In appointing to these higher Professorships, would you pay any attention to considerations of race and nationality?—No.

Which of the colleges in Bengal bears the highest reputation?—The Presidency College.

Is it desirable that the Presidency College should be maintained at the highest point of efficiency?—Yes, it is, and further strengthened, if possible.

In what way?—At present we have no Chairs of Geology, Mineralogy, or Botany, and I do not think we have a Professor of History either. I would have Chairs for all these subjects.

You would make the Presidency College into a great teaching University?—Yes.

Is it desirable yet that Government should withdraw from any of the Provincial Colleges?— I think the Cuttack, Patna, and Dacca Colleges should be maintained as they are. It might be possible in the course of a few years to reduce the Government expenditure on the Rajshahye, Krishnaghur, and Hughli Colleges, if the local communities could be got to contribute their fair share towards the support of those Colleges; but I think the time has not yet come for transferring these Colleges to local management, even with very liberal local grants.

Is it desirable, with a view to facilitate that transfer, to substitute cheaper Native agency for the more experienced European agency?—At Krishnaghur and Rajshahye we have already a large Native agency; in fact, only the heads of those Colleges are Europeans. I think that for the next few years they should continue to be so.

Babu Surendro Nath Banerji, Professor of English Literature, Ripon College, Calcutta:

Do you think it desirable to replace the graduates of European Universities, who are teaching them, to any great extent by graduates of Indian Universities?—As far as practicable, I would employ graduates of the Indian Universities.

From your knowledge of the general standard of attainments of the graduates in the Calcutta University, up to what standard would you trust them to teach?—To the highest.

Are they competent to teach up to the M.A.?—They do so to this moment in the 1st grade Colleges. The Metropolitan Institution passed the largest number of B.A. candidates last year in History and Philosophy. The Free Church Institution employs Native teachers to a very considerable extent.

Mr. W. D'Cruz, Head Master, Free School, Calcutta:

Has the time arrived when the Education Department of this country can be recruited in this country?—I do not consider that there ought to be more Natives appointed than are at

present in the Department. I use the term Native in the Statutory sense, though I am aware it has not been so interpreted in the Department. The few Statutory Natives who have been permitted to enter the lower grades of the Service have not succeeded in rising at all. They are generally classed as Europeans, and rejected as such. I think they are as fully qualified as Natives to fill these posts, and in fact some of the disqualifications of Natives do not apply to them. I refer to their mastery over the English language. I certainly think it desirable that the Presidency College should be maintained in its present state of efficiency. That efficiency I consider to be due to its European Professorial staff. I am aware there are many highly trained Native graduates in the market; but I do not think their employment as teachers would tend to improve the state of education in the country. For them it would be the imparting of foreign knowledge in a foreign language. I think Native students would themselves prefer to be taught by Europeans. And this, I think, is proved by the fact that many Natives go to England for instruction.

Mr. H. H. Anderson, Rector, St. James' School, Calcutta:

Have you had experience of Native as well as European schools?—Yes; I was for three years in charge of the Vizagapatam Hindu College. The Professors in that College were all Natives, and, except as regards English teaching, their work was very fairly done. Their general fault was that having been engaged almost entirely in preparing students for examinations, they had not the same amount of general reading which I find even Eurasian Masters have here.

Do you consider European or Native tuition the better in Philosophy, for instance?—I have not much experience as to that, but from what I have seen I am inclined to think that Natives, unless of the very first rank, never thoroughly grasp the full meaning of the books they have to read, owing probably to their imperfect mastery of the English language. As regards Science, I think Natives would make quite as efficient teachers of Science if only they had the same training as European Professors have. Hitherto they have not been able to acquire that training. In Mathematics I should say they were quite as efficient as Europeans.

Have you ever known any Natives who were distinguished as teachers of Mathematics?—I cannot say that I have, but I have heard that there are such men in Madras. I know of none among the graduates of the Calcutta University.

Revd. K. S. MacDonald, Principal of the Free Church Institution:

You have been connected with the Free Church Institution for the last 25 years. Is the staff of the Free Church Institution mostly composed of Europeans or Natives?—Mostly of Europeans in the College Department: we have two Native and five European Professors in that department.

Up to what standard do the Native staff teach?—Any standard up to the B.A. Honors or B.A. pass. I am not sure which. One is an M.A. of the Calcutta University; the other is a pre-University man. The M.A. teaches Mathematics.

Have you an M.A. course in your Institution?—We profess to teach any of our students who wish to go up for that degree in English, Mathematics, and Philosophy through European Professors.

You have not found among your staff any Native Professor whom you thought qualified to teach up to the M.A. standard?—The question has never been raised.

Have you ever met a Native graduate of the Calcutta University whom you thought fully qualified to teach up to that standard?—Not in Mathematics.

In what subjects do you consider it specially desirable to employ European Professors?—In English and Philosophy.

We have been told that there are graduates of the Calcutta University who are fully competent to teach up to the highest standard in Philosophy. Do you agree with that opinion?—I had a Native in my own Institution who was fully qualified to do so.

Do you teach Physical Science in your Institution?—Yes, with European Professors.

Which College in Bengal do you consider bears the highest reputation as a teaching institution?—I suppose for the higher branches the Presidency College does, but it is difficult to say with reference to the other branches.

To what do you attribute that high reputation?—No doubt it is due to the strong staff of European Professors connected with it.

In the interests of high education in India, is it expedient now to substitute Calcutta University graduates for the European Professors in the University College?—Up to the F.A.

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I should have no objection. For the B.A. and M.A., it is desirable to retain European Professors.

Revd. Fr. Lafont, S.J., C.I.E., St. Xavier's College, Calcutta:

Are you acquainted with the Presidency College?—Yes.

Has it not a very high reputation as a teaching institution?—Yes; and, as I had occasion to say before the Education Commission, I would consider it a very great misfortune for the country if the Presidency College were abolished. It at least ought to be maintained as a standard of education throughout the Province, and to prevent that standard deteriorating, which it would do inevitably if education were allowed to fall altogether into private hands.

In order to maintain the Presidency College at a high level of efficiency, would you continue to obtain for it the best Professors available in Europe?—Decidedly.

Would you advocate the gradual substitution of Native graduates of the Calcutta University for the European Professors now employed in the other large Government Colleges—Dacca, Patna, and Hughli, for instance?—I do not think it would be impossible to do that, if the selections were properly made.

Would it be consistent with the maintenance of the same standard of efficiency?—There might be some danger there unless proper means were adopted to secure the maintenance of that efficiency, and the Calcutta University examinations would to a certain extent secure that object.

Nawab Abdul Latif, Khan Bahadur, C.S.I., Member of the Senate of the Calcutta University.

I believe you have taken a good deal of interest in education, and are closely connected with the Calcutta Madrassa College for Mahomedan boys, and I believe you know the standard of study which is maintained in the Presidency College?—Yes.

Is it, in the interests of education, desirable to replace to a large extent the present European Professorial staff by graduates of the Calcutta University?—Not altogether. To some extent competent graduates of Calcutta might be appointed.

Up to what standard could an ordinary graduate be trusted to teach in the Presidency College?—To the F.A. and, in very rare cases, the B.A. pass.

If you had control of an unlimited purse, would you have the teaching staff of the Calcutta Madrassa composed of Native or European graduates?—European graduates.

The Hon'ble Mr. Ananda Mohun Bose, Barrister-at-Law.

Where were you educated?—At the Presidency College here, and at Christ College, Cambridge. I am a member of the Inner Temple. I am President of the Council of the City College, an institution which is entirely taught by Native graduates.

Are they in every respect as competent for the duties as the best graduates of European Universities who come to this country?—Up to the B.A. pass standard they are. In higher teaching I should prefer the best English graduates.

Are you aware of the provision which reserves one-sixth of the superior graded appointments for Natives of India, and do you think it desirable to increase that proportion?—I would fix no limit at all.

For Professorships in the larger Government Colleges in India would you have the best men obtainable, irrespective of race?—Certainly. I would suggest that up to the B.A. pass tandard graduates of the local University should be more largely employed as teachers; and with regard to the B.A. Honors and M.A. standards, I think that additional Chairs ought to be created to be filled by the best men obtainable from the English Universities. I would turn the Presidency College into a kind of teaching University, and make it a part of the University itself. I think one great advantage of increasing the number of Chairs would be that it would induce our best graduates to join the Department. Considering the rival attractions of the legal profession and of the other branches of the public service, I think also that better terms should be offered in order to induce our best graduates to join this Department. In that view I would suggest that they should be allowed to commence on a salary of ₹200, with a prospect of an increase to ₹600 or ₹700. No doubt one great objection to the adoption of my suggestions would be the great additional outlay it would render necessary; but my opinion is that an outlay which would give us a splendidly officered College would be the very best investment the country could make. I think also that it would remove that feeling of rivalry which exists between the Presidency College and other aided or unaided institutions by making the Professors of the teaching University devote themselves to furthering the interests of their scholars instead of looking to the results of each annual competition. The system of teaching Universities is in vogue not only in France and Germany, but in Scotland and in

England also. Oxford and Cambridge are, to a certain extent, teaching Universities; and even in the London University there is a strong movement in that direction.

Do you think that, having regard to the competing claims of the Bar, you would have any chance of getting the best graduates in any large numbers to accept the salaries offered by the Department?—At any rate a much larger number would be available than at present. The attractions of the Bar are somewhat waning owing to its becoming overstocked. I think the Director of Public Instruction ought to have a wider discretion to avail himself of the services of those gentlemen.

Dr. Gurudass Banerjee, D.L.:

From what you know of the capacity of graduates of the Calcutta University and the best graduates that come to this country in the Education Department, do you consider that the time has come for substituting graduates of the Calcutta University for Europeans in the Education Department?—Not so far as Physics and European Languages are concerned, nor to teach beyond the B.A. Honors class. In all subjects which require a thorough knowledge of the English language to teach efficiently, I would prefer to have English Professors; but provided he was equally good in that respect, I should have no objection to appoint a Native as Professor in all subjects.

Maharaja Sir Jotendro Mohun Tagore, K.C.S.I.

You have considerable experience of educated Natives in this country?—Yes.

Who were educated under various conditions?—Yes.

For giving the best education in this country is it necessary that the teaching should be by Europeans?—I think that for teaching English Literature and higher Classics to the highest standard a European is required. For teaching History, Philosophy, Mathematics, and Physics a Native of India might be found equally competent.

Have you known an instance of a Native of India taught exclusively in a College officered by Natives who has taken the M.A. degree in Mathematics or Physics?—I am not certain; but I believe that degree has been taken by men who were educated at the Metropolitan College, which is an entirely Native Institution.

Do you know whether there is any provision in Colleges which are exclusively Native for teaching Physics up to a high standard?—I do not.

Are you aware that students at the Metropolitan College are permitted to attend the Scientific Lectures at the Presidency College, and that they avail themselves of that permission?—Yes.

So that a student in the Metropolitan Institution, who attained a high degree of proficiency in Mathematics or Physics, would owe his teaching to the Presidency College, and not to the Metropolitan Institution?—He would partly.

If you could find an equally capable Calcutta University graduate for any high educational post, would you see any reason for appointing a European to that post?—No.

And if you could get a better qualified European would you think it right to appoint a Native of India to that post, because he was a Native of India?—Certainly not.

For these educational appointments you would select the best man you could find, irrespective of his race and nationality?—Yes.

Syad Amir Ali, Barrister-at Law, and Member of the Senate of the Calcutta University:

Do you think the time has arrived for reducing the English staff of the Education Department?—Not as regards higher education. The question requires some degree of consideration. I believe the system of education which is recognised by the University is founded on a mischievous basis. The dual government which obtains is responsible for some of the defects.

What do you mean by the dual government?—I mean that while the Director of Public Instruction is in charge of all appointments, the curriculum of studies is practically controlled by the governing body of the University. Within the last 20 years it seems to me that the standard of teaching, instead of improving in the direction of thoroughness, has deteriorated. I think that, as a whole, the graduates of the Calcutta University do not acquire the thoroughness which I feel is an essential condition of education. A student for the B.A. may take up, besides other branches of study, Physical Science, or, if he is going up for the M.A. degree, he may take up some special subject. Not infrequently he masters that subject sufficiently to enable him to pass the examination; but if one tests him with reference to the subjects of study generally, in almost ninety-nine cases out of a hundred you find his knowledge

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superficial, and confined to the purposes of the examination. Therefore I say Calcutta University education has become a huge system of cram.

Do you refer to the M.A. graduates of the last ten years?—There are of course exceptions, but cases have come to my knowledge, and to the knowledge of those who, being old graduates themselves, are in a position to judge, which show the graduates of the present day to be more superficial than they used to be.

Do your remarks specially apply to the M.A. graduates of the last two years?—No; because they have applied themselves to special subjects.

You are aware that specialisation has been introduced into the examinations during the last two years?—I know that it is beginning to be introduced.

And when it has borne its fruit, you will not require so many English Professors?—No.

Which is the leading college in Bengal?—The University College.

Is it desirable to maintain its efficiency at the highest possible level?—Decidedly.

Would you reduce the present number of European Professors in that College?—For the present I would not reduce the number of efficient Professors of whatever nationality.

You think the appointment of Professors should be entirely independent of race?—Yes.

At present are the most competent Professors to be got from Oxford and Cambridge, or from this country?—From Oxford and Cambridge.

The Hon'ble Raja Peari Mohun Mukerjee, C.S.I., Additional Member of the Viceroy's Legislative Council:

Do you think that graduates of the Calcutta University are fully competent to teach up to the M.A.?—Not in all subjects so well as English Professors.

A fortiori you would prefer English scholars as teachers for the B.A. and M.A. classes?—Yes, especially for English and the Physical Sciences.

If you could get fully competent Native Professors in those subjects, do you see any reason why they should not be appointed?—I think that, however well educated we may be, and however intelligent in speaking and writing English, errors in idiom and accents will occur. I do not exclude from this remark even Natives who have been to the English Universities.

To what do you attribute the superiority of the Presidency College?—To its staff of Professors.

Do you think it desirable to retain that Institution in its present state of efficiency?—I think that that College should have on its staff only men of distinguished ability.

Do you think the time has come for Government to withdraw from the higher education in any part of the country?—No; I think that in different places Government should have model institutions to serve as examples for other colleges.

Do you think model colleges should be maintained at the expense of the public?—Yes. It is not so much the interests of the students that I regard as the interests of the entire community in expressing this opinion. The education students receive at these colleges is not a mere personal advantage to them, but it affects the well-being of a large number of our youths whose instruction will be committed to them.

In the more important Government colleges outside Calcutta do you think it desirable, in order to facilitate their transfer to Local Boards, to substitute Native for European teaching agency?—Except in the two subjects I have mentioned, I think Natives should have the appointments rather than Europeans, and that they are specially entitled to them in the case of History, Philosophy, and Mathematics. This preference should be given not merely as a step towards the object indicated by the question, but also because, all other things being equal, Native Professors are much more efficient than foreign Professors, because they more intimately comprehend the difficulties of Native youths, and are familiar with their habits of thought.

You say, "all other things being equal," are the best graduates of the Calcutta University equal in Mathematics to the best graduates of Oxford and Cambridge?—I think that, so far as the standard of instruction required in this country for the B.A. and M.A. is concerned, Native graduates can hold their own as teachers against the graduates of any University in Mathematics, History, and Philosophy.

Are you acquainted with the standard for the Honors examination in Mathematics at Cambridge?—I know that it is much higher than that of the Calcutta University.

Do many of the graduates of the Calcutta University at or after their examination for M.A. attain the Cambridge University standard?—No; as a rule they have no occasion to continue their Mathematical studies; but when they do so, they attain a very high standard.

But those who do not continue their studies are less capable teachers than the best Cambridge graduates who are available?—Yes, in the abstract; but this superiority may be

counterbalanced by the superior ability of the Calcutta graduate to impart his knowledge to Native youths for the reasons I have already stated. Bengal. Education.

Can you give me any instances of Natives of India who have attained a very high standard of Mathematical knowledge?—Yes [*names them*]. I speak from public opinion, both European and Native. I know that Native students have pointed out errors in Todhunter's books, and that he has acknowledged and has thanked them for the corrections.

North-Western Provinces and Oudh.

The Department of Public Instruction was created in the North-Western Provinces in 1855, and in Oudh in 1864. North-Western Provinces and Oudh. Education.

The Directorship of the Department is at present held by a Covenanted Civilian. There are twelve graded officers on pay rising from ₹500 to ₹1,500. Six of them are employed as Inspectors of Schools, two as Principals, and four as Professors in the Government Colleges at Allahabad and Benares. Of the first mentioned, the services of one have been lent to an aided College. One graded officer is a European domiciled in India: the remaining eleven are two Europeans not so domiciled and one Hindu. Appointments to the Graded Service are made by the Secretary of State, and officers take rank and receive promotion in order of seniority, the pay being personal and irrespective of the office held for the time being. The objections urged against the present system are that it makes no distinction between the Professorial and Inspecting branches, and that an officer once admitted to the graded list or gazetted appointments is assumed to be equally qualified for any office in the Department. Of the five witnesses examined, one Mr. Boutflower, a graduate of Cambridge, Professor of Mathematics in the Muir Central College, was Inspector of Schools for a year, and Pandit Aditya Ram Bhattacharjea has been Professor of Sanskrit in the Central and Benares Colleges, and also Professor of History. The highest paid graded appointment* and three out of four places in the† 2nd grade are held by Inspectors of Schools. The Principal of the Muir College receives only ₹1,150 and of the Benares College ₹750.

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* Salary	1,500
† „	1,250

A proposal is under the consideration of the Government of the North-Western Provinces to reduce the number of Inspectorships from six to three, increasing the number of Assistant Inspectorships. The strength of the Graded Service, assuming that it will be continued in its present form, would then stand at nine. The effect of this would, in the opinion of the Government, be to introduce a different class of Inspectors, usually Natives, for elementary schools.

In the report submitted to the North-Western Provinces Government on the reorganization of the Department, the Director, Mr. White, makes the following remarks on the necessity for keeping distinct the Professorial and Inspecting staff:

"The remaining offices in the Graded Service consist of the two Principalships of the Muir and Benares Colleges, and of the four Professorships attached to those Colleges. Whether or not the number of graded officers attached to our Colleges should not be increased cannot be discussed here. It is certain that the number cannot be diminished without sacrificing the prestige and efficiency of the Government Colleges, which must be maintained, if at all, as standards for the guidance of the aided Colleges of the Province. I will assume, therefore, here that the number of graded appointments connected with the Colleges is six.

"The Principal performs, in addition to his proper work, that of a College Professor, and his duties may indeed be accurately described by saying that he has to administer the institution as well as to deliver lectures. Thus in considering the qualifications required for these appointments we may, for our present purpose, treat these six graded officers as College Professorships.

"It will, I believe, be admitted that the time is passed when we can accept as a Professor in a Government College in these Provinces a gentleman who has no other qualification than that of having taken the usual degree. A College Professor here, as in Europe, should be a specialist, and should be appointed with reference to his special mastery of his subject. We require the Chairs in our Colleges to be filled by men who are devoted to the pursuit of a branch of knowledge, and who in imparting instruction to their students do not forget that part of the duty of the Professor is to work for the advancement of knowledge. With reference to the future University of these Provinces, it is extremely important that this should be borne in mind in filling up the vacant Professorships.

"It will be at once evident then that the qualifications required from our three graded Inspectors of Schools differ widely from those required from our graded Professors. For the Inspector it is sufficient if his acquirements are those ordinarily possessed by English

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gentlemen who have graduated at their Colleges; and that they have had the experience of school management, which is a necessary preliminary to the efficient performance of an Inspector's duties. But for the Professor we require the one preliminary qualification that he shall be a master of his subject, and he may be then safely set to teach it. Any interchange therefore between the two branches of this Department should be avoided, and regarded as merely a makeshift due to imperfect organization. On this point the Education Commission lay stress in section 369 of their Report."

And again as to the duties of the present highly paid Inspectors, which consist in the inspection of elementary schools:

"But the Inspector has, under the existing arrangement, to inspect the vernacular schools for the people which are managed by the District Boards, and for this work no such high qualifications are necessary. Even if we can afford to employ the expensive officials above described in this work, it is a waste of force to set a Cambridge graduate to pass the cold season in marching through the Province to examine children in elementary subjects in the vernacular, and to determine innumerable questions as to the efficiency or inefficiency of village schoolmasters. We can under proper methods get this work done with equal and even greater efficiency by employing a cheaper agency. This is a point regarding which my recent tour through the Province has left no doubt in my mind."

Mr. Boutflower, Professor of Mathematics in the Muir Central College, gives the following evidence regarding the present system of appointing Professors: "I think, instead of having graded Professors, the experiment might be tried of Government offering Professorships to really good men for, say, five years, at the end of which period the engagement might be renewed. From my experience of University life, a man is at his best as a teaching Professor between the ages of 27 and 40." And Mr. White writes thus at length on the same question:

"But, apart from this special reason connected with our severance from the Calcutta University, the time has obviously passed when any Oxford or Cambridge graduate can be accepted as competent to lecture indifferently on English, Philosophy, Mathematics or History. Each Professor should be now appointed with reference to the special ability he has shown in the subject of his Chair, which may be assumed to be the subject of his predilection. If we are to aim at making our University a seat of learning, no other course is admissible; for no other class of Professors are adapted to form centres around which the studious youth of the country may be expected to gather preparatory to themselves developing into men of science fitted to aid in the advancement of Western knowledge, and its dissemination among their countrymen. Adequately to fill the Chairs of Philosophy, History, Science, and Mathematics, we require then, no less than does a European University, men who have mastered these subjects, and who, while devoting a portion of their time to lecturing to students, may be expected to work independently at their special subjects for the advancement of knowledge. Even the Chair of the English Language and Literature requires to be filled by a specialist, if the subject is to be treated in a manner worthy of a University and the present advanced state of this branch of study. It is obvious that we cannot expect to attract to the Chair of an Indian College such distinguished men as those who adorn the Universities of Europe; but I believe that men of distinguished ability in their special subjects might be attracted by the emoluments we can offer. I would suggest terms substantially as follows: A Professor should be engaged to lecture in his own subject, and for no other duty, during a term of 5 years. The initial salary of the Professorship should not be less than ₹600 a month; but an allowance of £60 should be made for passage money. If at the end of the 5 years' contract his engagement were renewed, he would be admitted to the Graded Service* when a vacancy occurred, beginning however on ₹600 instead of ₹500, and his previous 5 years' service would count for pension. He would then take his promotion by seniority up to the highest grade of ₹1,500 without reference to the particular appointment he held. His engagement would be, *not* for service in the Education Department *generally*, but simply to lecture in his own subject; and he should understand distinctly that he has no claim to any other appointment other than that for which he is engaged. Such a terminable engagement would ensure us against the danger of burdening the Department with men unfitted for service in India, and for the work we require. The Professor, if he wished to renew his engagement at the end of the period, would have to earn a claim to do so by zealous work; and if, on the other hand, he regarded the engagement as merely temporary, he would naturally be desirous of laying the foundation for a subsequent career as a man of Science by acquiring a reputation while lecturing at an Indian College. From what I have been able to ascertain regarding the rising young men of Science in England, I have little

* On the supposition that this was continued in any form; otherwise increased emoluments in another form would be required to retain good men.

doubt that references to the Principals of Colleges there would speedily bring forward candidates suitable for the posts we have to offer. The recent appointment of a Professor of Philosophy to the Lahore University on terms nearly resembling those now proposed confirms me in this belief, as does the experience of the aided Colleges of these Provinces.

"The next appointment to be considered is that of Principals. The Principals of the two Government Colleges* are required to lecture on their own special subjects as well as to administer the Colleges, and they will, specially the Principal of the Central College, be required to take a leading part in the Senate of the new University. The Principal of the Central College will become the chief representative of University education in these Provinces, and should therefore be a man whose learning and character will command respect throughout the Province, in addition to being an efficient administrator of its largest College. But the number of the Professors here from among whom the selection could be made is so small, that it will frequently happen that not one of them is fitted for the appointment, and on the occurrence of a vacancy we shall have to look elsewhere for a successor to the post. Now the Professors, if appointed on the terms above suggested, will have no claim to the office, and their salary, if they are permanently engaged, will depend on their standing in the graded list, and not on the appointment they hold. It will therefore be both expedient and possible to declare definitely that the Principalship of a Government College will be filled up as the Local Government may think fit, though naturally, if one of the Professors in these Provinces had shown the special ability required, he might be selected for the post;† but the choice should not be limited either to the College, the Educational officers, or to India. But an endeavour should be made to attract a distinguished man from the Colleges of Europe to fill the post. In short, the office should be filled up in a manner similar to that adopted in filling up the office of Chief Justice, to which no local Puisne Judge is regarded as having a claim. The introduction of a man fresh from the eager, intellectual life of a European University would give fresh vitality to our local institutions. But since there are many onerous duties attached to the office of Principal, and the emoluments must be sufficient to attract a higher class of men, a special allowance of at least ₹400 a month should be attached to the post. The Principal might then be appointed to the ₹600 pay of the Graded Service, if he were not already in that Service, and his maximum pay would thus amount to ₹1,900."

* The Central College at Allahabad and the Benares College.

† No one would, I presume, propose to restrict the choice of a Head Mastership for Harrow School to the Assistant Masters there.

Messrs. Gough and Boutflower consider that the present pension rules bear hardly on the officers of the Department owing to the fluctuations in the value of the rupee. The former also recommends that officers of the Educational Department be placed on the same footing as those of the Public Works Department in regard to pensions.

Of the 83 remaining appointments with salaries of ₹100 and upwards, only one is held by a European not domiciled in India, one by a European so domiciled, eight by Eurasians, fifty-nine by Hindus, twelve by Mahomedans, and two by Native Christians. A Hindu also holds temporarily a graded appointment vacant by the absence of the permanent incumbent.

The larger employment of Natives of India is practically thus possible only in the nine graded appointments to which the scale will probably be reduced, *viz.*, two Principalships of Colleges, four Professorships, and three Inspectorships. The Departmental list of the North-Western Provinces and Oudh shows that nine Natives of India are employed as Professors and Inspectors or Assistant Inspectors of Schools in non-graded appointments.

Principalships of Colleges are the only class of offices some of which are not held by Natives. Of these, there are only two.

Employment of Natives in the graded appointments.

The following extract from a note with which Mr. White has favored the Sub-Committee will give the views of that gentleman on this subject:

"In the above paragraphs I have endeavoured to show the qualifications required for the nine graded offices in this Department which are ordinarily held by Europeans, and have assumed that they are so held. But they are not, in my opinion, appointments with regard to which *race* distinctions are of importance. For the Professorships we require men trained in the best culture of Europe; but whether these are Natives of these Provinces, Europeans or Eurasians, is not important provided the necessary qualifications are present. Similarly in the case of the School-masters from among whom I would select the three superior Inspectors. For the Educational work in question, we require men of European *training* and *education*; and if Natives of these Provinces would go through this training, they would be well fitted for the work

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to be performed. At present, however, this is not the case; and until more Natives of these Provinces can be induced to proceed to England for their education, or the standard of training and teaching in our schools and colleges becomes equivalent to that of Europe, they will not be forthcoming. The proper method of rendering them suitable is to maintain a high standard of English education in our schools and colleges, when Natives of these Provinces, with the requisite educational qualifications, may perhaps be produced. In the present stage of education in these Provinces, it would be a serious blow to progress to substitute Natives for Europeans in the offices of the three Senior Inspectorships and the graded Professorships in the Colleges."

The evidence of Mr. Gough, Principal of the Muir Central College, Allahabad, is as follows:

"In the Colleges, or at least in the Central Colleges, there is no room for the further employment of Natives amongst the graded Professors, if it be supposed to be the business of these Professors to fit a certain number of Natives for employment in the public service. They are best so fitted by anglicising them as much as possible, to do which you must employ Englishmen. There is one class of Natives I would except from this remark, *viz.*, Statutory Natives, domiciled Europeans and Eurasians, who have been educated in England, especially at Oxford and Cambridge. I think that if you intend to employ, as I understand you do, a larger number of Natives in the various Departments of the Administration, it is necessary they should be brought under English influences, and by being educated under English Professors at English Colleges, they will acquire to a certain extent English habits of thought. I think Colleges like the Muir and Presidency College should be raised to the status of teaching Universities, and the minor Colleges might in course of time disappear. So long, however, as they remain, I think it essential that they should have an English Principal and Professor of English Literature. I am not qualified to speak of Inspectors. I think Natives make excellent masters for schools teaching up to the Entrance examination. I do not think it necessary that the Head masters of High Schools should be Europeans, but it is desirable because Europeans possess greater force of character and constructive power. It will not be easy to get good men from the English Universities for this Department unless the conditions of service are improved by reducing the length of service for pension. As to pension, the service ought to be placed on the same footing as the Public Works Department under the more favorable rules, and pensions should be paid in sterling. I do not think any subject can be taught with advantage by Natives, except possibly for the purpose of passing the University examinations; but the educational value of such instruction would be absolutely *nil*—a remark which applies to Bengal as well as to this Province. One of the principal functions of an Indian University is to test the efficiency of the colleges and schools affiliated to it. I do not think that examinations in any country, perhaps in India least of all, are any test of moral and intellectual culture. I do not say the test is *altogether* fallacious. I consider that in many of our Indian colleges very little can be done for the moral training of students. I think Native Professors are competent to teach up to the B.A. pass, but not to the B.A. Honors. I think it desirable, in the interests of education in India, that we should, if possible, reduce the number of the English Professorial staff in the Department, and improve its efficiency by offering more favorable conditions of service. I do not think it likely we shall secure in the future such good men as we have done in the past unless the conditions of the Service are improved. I think it desirable to have a Central College in each Presidency officered by Professors of the highest efficiency for other schools and colleges to look to as a standard and a model. At present, to a considerable extent, the governing bodies of Universities are engaged in tuition and interested in keeping the standard of education low."

Mr. Boutflower says:—

"I was posted to my present appointment in 1874. I belong to the Graded Service. I joined that Service at Agra in 1869 as Professor of Mathematics. I am a graduate of Cambridge and in charge of the Mathematical Lectures at Muir College, and I have conducted departmental examinations in Mathematics here. I have also examined for the Calcutta B.A. in Mathematics. I think it is very desirable to have European Professors of Mathematics. The great value of Mathematics as a training is the mental effort which is necessary for solving problems. Native students do not seem to realize this; and I think a Native Professor would be more likely to yield to that tendency. Natives will not try to work out problems; that is especially the fault of Bengalis. The experiment of a Native Mathematical Professor in the Muir College has been tried, with results which were hardly satisfactory. Until the Education Department offers greater advantages to Natives, it cannot be expected that they will think it worth their while to aim at excellence in this branch of knowledge. My general

impression of the Mathematical work I have seen in the Benares College is that it is not good."

The evidence of Pandit Aditya Ram Bhattacharjea, Professor of Sanskrit, Muir Central College, is given at length :—

"My grandfather was a Bengali. I have belonged to the Educational Department since 1872; have been Professor of Sanskrit in the Muir Central College, Officiating Professor of Sanskrit in the Benares College, and Professor of History in the Muir College. I have had no opportunity of judging of the relative efficiency of the instruction given by Native and European Professors in English, Mathematics, Natural Science, and Philosophy, except in my own case. I have taught English Literature and History in the first and third year classes with successful average results. The result of my teaching was not superior to that of the English Professors who preceded me. I had taught Sanskrit in the College some four years before I was appointed Professor in English subjects. I think I should have taught English subjects with better results if my opportunity for learning them had been better. I graduated in 1869 as an M.A. in Sanskrit and B.A. in general subjects; I also obtained the gold medal for proficiency in English Literature. I know that the instruction in Science at the Benares College has hitherto been in the hands of Natives, with what result I cannot say. No chance is given to Natives of becoming Professors of Philosophy. I believe that a distinguished Cambridge Wrangler would be preferred by Native students to a graduate of the Calcutta University as Professor in Mathematics; but I believe men who have taken first class honors in Mathematics at the Calcutta University are superior to the average graduates of the English Universities in Mathematics. I believe the inspection of schools, including Zillah and High Schools, can be better performed by 1st class Native graduates than by Europeans. Their local knowledge is much greater. I think it a waste of talent to employ distinguished European graduates as Inspectors of Schools; but a Native Inspector of Schools should always be a 1st class graduate. I think Masterships of Schools should be given to distinguished Native graduates. You can get a 1st class graduate for the salary, and he has the advantage of being a Native. We have schools in this city which are managed by private enterprise. One is an endowed school, and the other a proprietary school maintained by subscriptions. They teach up to the Middle School standard. My reason for desiring that Natives should have the Head Masterships of Zillah Schools is the success which they have achieved in the past. I think if the higher appointments in the Department were open to Natives, they would be found more willing to stay in the Department and qualify for those appointments. I agree in the opinion that Government ought to import men of the very highest talent to teach in one Central College; but, unless higher inducements are offered in the way of pay and pension, the best Natives will not join the Department."

The evidence of Babu Madan Mohun Malabya, B.A., Third Master, Government High School, Allahabad, is also given at length :

"In the chief College of the Province, in the College Department, I would have European Professors, even if we had to pay higher for them. In appointing Natives to Professorships, they should be selected rather for their general qualifications than according to the results of an examination. I am a B.A. in the second division. In choosing men for the higher branches of the Department, fitness only should be looked to, and no regard paid to race considerations. My experience is that Native graduates can be found capable of teaching English subjects as well as others. I think they can be found competent to teach Natural Science. I consider from my limited experience that Natives make the best Inspectors of Schools. They have a better knowledge in the Vernacular for one thing; another thing is that I think first class Europeans are thrown away on Inspectorships. I consider a Native to be quite competent to inspect European Schools teaching up to the Entrance standard. In inspecting and examining schools less attention is paid to composition and translation than to analysis, grammar, and parsing. I think Natives are quite competent to examine in English Composition. The Masters of Schools should generally be Natives of high education and ability, for the same reason that I think the Inspectors should be Natives; but I would not exclude anybody from these appointments. I think the junior grade of Head Masters in the Department is not sufficiently well paid to induce the men to stay in the Service."

Mr. Dodd, Inspector of Schools, thinks that Natives could do the work of Inspectors of Schools, but has observed an inferiority in the schools which had been under a Native Inspector. These latter officers are, he thinks, wanting in bodily activity, energy, and personal supervision. He also considers that as Professors Natives are undoubted failures; they fail in original and experimental work and teaching capacity, and even in Mathematics their teaching is inferior to that of Europeans.

PUNJAB.

Punjab.
Education.

According to the Report of the Education Commission, the Department of Public Instruction was formed in the Punjab in 1856-57.

The appointments in the Department are divided into graded and ungraded. The former consist of four Inspectorships of Schools and one Principalship and two Professorships at the Lahore College, the only Government College in the Province. The highest pay sanctioned for a graded officer in the Punjab is ₹1,250, or the maximum of the 2nd grade elsewhere. The Principalship of the School of Art, the Principalship of the Central Training College, and 28 others are ungraded appointments, with salaries above ₹100. At the head of the Department is a Director, who is a Military officer, a Colonel of the Bengal Staff Corps, and has served in the Department since the 11th August 1858. The graded appointments carry salaries ranging from ₹500 to ₹1,000. Five of these are filled by Europeans not domiciled in India, one by a Hindu, and in one a Hindu is officiating, pending the appointment of an officer by the Secretary of State. The scale for the Graded Service is eight appointments, but one is held in abeyance under orders from home.

The Principals of the School of Art and of the Central Training College and three Assistant Professors of English Literature are non-domiciled Europeans. The remaining ungraded appointments are filled by Natives of India.

In the 38 appointments with salaries of ₹100 and upwards, the distribution of races is as follows:

Non-domiciled Europeans	9
Domiciled Europeans	1
Eurasians	1
Hindus	24
Mahomedans	2
Others	1

Europeans in the Graded Service are appointed by the Secretary of State, and Natives by the Local Government.

The appointments held by graded officers are, or were till lately, interchangeable. A Principal or Professor of a College may be required to act as an Inspector of Schools, or an Inspector of Schools to take charge of a Principalship or Professorship. It is said that in the present condition of the Department this is necessary; but one witness, Mr. Lewis, who was a Wrangler and Fellow of Trinity College, Cambridge, and came out as a Professor of Mathematics, stated that, when invited to do so, he declined to officiate as a Professor of Philosophy. Such a system, if persisted in, must have a prejudicial effect on the recruitment of candidates in England, and is condemned by most of the witnesses examined.

Mr. Lewis is also of opinion that the pension rules for the officers in the Department should be assimilated to those of the Public Works Department, and that Punjab officers should have some Educational appointments of the 1st grade to look forward to; and he and Mr. Sime consider that the appointment of Director of Public Instruction should be thrown open to those officers.

Employment of Natives to a greater extent than at present.

First as to Inspectors. It is unnecessary to quote the evidence; among the witnesses examined there is practically unanimity on this point. With some reservation as to the gradual introduction of changes in consequence of schools having recently been placed in charge of Local Boards, and of the necessity for tact and caution in dealing with such bodies, all witnesses agree that the duties of inspecting Vernacular and Anglo-Vernacular Schools can be adequately discharged by trained and duly qualified Natives, of whom a sufficient supply is obtainable, and that there is no necessity to import European agency for this purpose. One European Inspector might, it is suggested, be retained for the purpose of inspecting European Schools in the Punjab, or in the Punjab and North-Western Provinces and Oudh combined, should the work in either Lieutenant-Governorship be insufficient to employ the time of one officer.

On the appointment of Natives as Professors to the Government College, the following extracts are taken from the evidence:

Mr. Sime, Tutor to His Highness the Maharaja of Patiala, a graded officer of the Educational Department, says: "I consider it very desirable that we should have in each Province a College to be a model for all institutions professing to teach University standards, whether supported by societies or established by private enterprise. The Professors at the model College should be the best men that could be procured. Ordinarily such Professors would be Europeans; but I would not exclude Natives if they possessed the necessary high proficiency. I would allow

the Professors of the College to admit extramural students to their lectures in those subjects in which adequate teaching cannot be provided by the private Colleges; for instance, Physical Science. At first I would utilize for the Professorships at such a College the available talent in the Department. I would appoint the Professors to definite Professorships. It would be a waste of talent to employ them as Inspectors; and nothing is more hurtful to a College than constant changes in the staff. Natives who are capable of teaching up to the Honors standard of the B.A. degree are exceptional. The Professor of English Literature should, I think, certainly be an Englishman. An Englishman would, by reason of his familiarity with the literature of his country, be capable of a richness of illustration which a Native of India could hardly command, and he would be able to communicate to his pupils a more critical knowledge of the language and a greater purity of accent. A Native would teach English up to a certain standard, but would not teach the subject thoroughly."

Dr. C. R. Stulpnegel, M.A., Ph. D., Inspector of European Schools, says—

"I perfectly agree with Mr. Sime that we require in the Professors of our Government College the highest culture obtainable anywhere. I am not disposed to say that the time has not arrived when we may look to Native enterprise to provide itself with higher instruction; but I have seen two Colleges founded by societies or private enterprise flourish for a season and pass away. Until there is an endowment to maintain a proper succession of Professors, such institutions cannot be relied on as permanent, and the efficiency of the teaching staff will not be maintained at a uniform level. I do not think we could obtain at this moment a sufficient number of competent Native Professors to officer a College; and inasmuch as the Honors men of European Universities attain a higher standard than the Honors men at the Indian Universities, I think we must look mainly to European Universities for the exceptional efficiency which I have mentioned as indispensable. On the whole, I think, it is not desirable that Professorships and Inspectorships should be interchangeable.

"I do not think it probable that good men would be induced to accept appointments as Professors in India for a limited term of years, seeing that, their engagements ended, they would have to begin life over again under far less favorable circumstances. Comparing Europeans with Natives in respect of the qualities necessary for Professors, I consider that English Literature should be taught by English Professors and Philosophy by Germans or Scotch. As regards Mathematics and Science, I have met Natives who could well teach up to the ordinary B.A. degree standard, but not higher. I think a teacher ought to have a great deal of reserve knowledge; and after a Native has taken his degree, even as M.A., he is not, as a rule, given to extend his acquaintance with subjects he cultivated by private study."

Mr. T. C. Lewis, M.A., Principal of the Lahore College, says—

"With regard to the larger employment of Natives as Professors, I think this question should be dealt with independently of all race qualifications. We are bound to provide the best education we can secure. In Professors we must have a certain standard of proficiency, and we must secure that proficiency independently of the race of the Professor. We want as a Professor a man who has a mastery of the subject beyond any of the standards prescribed in the Indian Universities. We must therefore, except in very exceptional cases, obtain the man we want from Universities where the standards are higher. In our colonies, where general education is certainly more advanced than in India, Professors are obtained from European Universities; and their example suggests that the same course should be followed in India. Amongst first-class men from English Universities, it would be right and fair to choose Natives of this country in preference to men of other nationalities, if they cared to join the Educational Department. It is wise to do so, because such men would naturally have a closer acquaintance with Native habits of thought and a complete mastery of vernaculars; and although they would not, of course, lecture in the vernacular, they would be more able to disseminate knowledge among the masses. Moreover, to influence men in the course of education, it is necessary that those who are engaged in higher education should be able to communicate with the students freely in their own language. If first-class Native graduates of European Universities cannot be obtained, we should obtain first-class graduates from the British Universities.

"I think it is most important that there should be in each Province one College maintained by the Government or by permanent endowment, and equipped with the best Professorial staff, to serve at the same time as an instrument for imparting the highest education and as a model to which the other collegiate institutions should work up.

Punjab.
Education.

"There is another reason why we should have men of University experience as Professors, namely, in order that this University should be formed and guided by them. Very few of the Fellows of the University have any idea of what is required. Professors of such ability as I desire to see appointed would, I am certain, feel an interest in maintaining a high standard in their own subjects in the University course. Examiners who are too lenient make it difficult for the Professors to insist on a high standard in the work of their classes, students contenting themselves to work up to the standard of the examinations, and not to the ideal of the Professors."

The Revd. C. W. Forman, D.D., Missionary in charge of the American Mission College and School at Lahore, says—

"I think it is decidedly desirable to have in our Colleges some European Professors. We have not, so far as I know, any Natives of this Province who are at present competent to teach above the standard of the ordinary B.A. degree. We should for the present have to go outside the Province for Professors to teach up to the Honors standard or the M.A. degree. Our Professor of Mathematics is a Bengali M.A. of Calcutta: the others are Americans. They are Missionaries. Of course Missionary Colleges do not generally attempt to secure such high attainments in Professors as a Government College would, because the securing University distinctions for the pupils is a secondary object with Missionary Colleges."

Babu Pratul Chunder Chatterji, M.A., B.L., Pleader in the Chief Court, Member of the Senate of the Punjab University, says—

"I am desirous of expressing my opinion that it is desirable that there should be one College provided with the best available tutorial staff to serve as a model for the Province, and that gentlemen educated at a European University should be preferred for the Principalship of the College, and the Professorship and Assistant Professorship of English Literature. It is indispensable that these officers should be English. For the Professorships of Mathematics and History, Natives educated in this country might be appointed, if thoroughly qualified. The Chair of Philosophy should be held by a graduate of a European University. At present also the Chair of Natural Science should be held by a European; and as an impetus should as far as possible be given to Technical Education, this Chair should not be inferior to other Professorships, neither in respect of dignity nor emoluments. I do not wish to offer an opinion as to whether or not it would be desirable to engage Professors for a term of years, because I do not know whether we could get better men or as good men by that system. I am, however, strongly of opinion that the Professors should be engaged for specific subjects, and that they should not be transferred to other Chairs for the sake of higher emoluments."

Rai Bahadur Ram Kissen Dass, Honorary Magistrate, one of the Managers of the Anglo-Sanskrit School at Delhi, observes—

"I consider also that Natives are competent to teach subjects other than English Literature to a high standard. I would have in each Presidency one College managed by the most efficient Professors as a model for the other Colleges. I believe Native Professors could be found competent to teach to the B.A. standard. I know a large number of Native M.A.'s and B.A.'s. I do not think the time has arrived for having a College entirely officered by Native Professors. European Professors must still be employed to teach English. I think Natives are fully competent to manage Colleges and maintain discipline. My school staff is entirely composed of Natives. We teach up to the Middle School standard."

Lala Sagor Chand, B.A., Acting Assistant Professor, Lahore College, says—

"I consider we should have at least one College in the Province officered by the most efficient teaching staff obtainable. We have now in our College Natives doing the same work as English Professors, and doing it well. We have a Native Professor who is competent to teach the B.A. class in Mathematics. He has taught up to the M.A., and has passed students in that standard. He has ten times officiated as Professor of Mathematics. He has taught Mathematics up to the highest standard for more than three years together. For the last four or six months he has had charge of the B.A. class."

The Revd. J. P. McKee, Manager of the American Mission School at Gujranwala, observes—

"I think Natives are competent to be Professors in Mathematics. There are some very excellent Mathematicians among the Natives of this Province. I think also that there will

in time be quite capable Professors in Philosophy among them; but I think the Chairs of Modern Science and English Literature should continue for some little time to come to be held by Europeans. I am not personally acquainted with any Natives who have made Philosophy their special study. I have met men from Bengal and Bombay who, I think, understood Philosophy well. But I do not know any Natives in the Punjab whom I could recommend as fit to be Professors in Philosophy."

Lala Pyare Lal, Inspector of Schools, says—

"I think Natives are competent to hold Professorships of Mathematics and Philosophy. I think a Native who has very carefully studied the *Durshana* could qualify himself to lecture upon European Philosophy. There is nothing in European Philosophy which is not found in Indian Philosophy. I have not studied European Philosophy very deeply. I have read criticisms on Compte, but not Compte himself. I read Hamilton's works when I was at College. I should like to see one model College in each Province, the teaching staff of which should include the very best Professors obtainable, whether Natives or Europeans, for each subject. For Professors I would have a system of permanent appointments with progressive pay, except in the case of Natural Science, for which I think it would be better to get men out for a term, so that we might always have the benefit of the most modern teaching in this subject."

Maulvi Mahomed Yusuf, Assistant Inspector of Schools, Derajat Circle, observes—

"As regards Professors, I think the Professor of English Literature should be an Englishman, and that of Natural Science should be a European, or at any rate a Native of India educated in Europe. I am in favor of having one model College in each Province officered by the most efficient Professors obtainable."

Maulvi Mahomed Husain Azad, Professor of Arabic, Lahore College, says—

"With regard to Professors, a Professor should always teach those subjects which have a connection with his mother-tongue. As for Mathematics, if a man is competent to teach them it does not matter whether he is a Native or a European, especially if he has been educated in Europe. I think that Natural Science can be more efficiently taught by Professors imported from England, who have had ample experience of scientific appliances, and are familiar with the practical application of Science in everyday life, than by men brought up in this country whose knowledge has only been gained from books."

Lala Hari Singh, Assistant Inspector of Schools, remarks—

"I have no experience of College work; but I think Professors of English Literature, Philosophy, and Natural Science should be men who have graduated in European Colleges. I am in favor of having at least one most efficiently taught College in every Province as a standard to which other colleges and schools in the Province may aspire."

Central Provinces.

The Sub-Committee did not visit the Central Provinces, the Berar, or Assam. The information contained in this note is derived from reports of the local Educational officers forwarded by the Local Administrations.

The staff of the Education Department, exclusive of menial servants, is divided into officers of control and inspection and Professors and Teachers. The Controlling officers are the Inspector General of Education, the Circle Inspectors of Schools, and the District Inspectors. The Inspector General is an Uncovenanted officer, a European not domiciled in India, an M.A. of Cambridge, and Companion of the Indian Empire. The pay of the appointment is ₹1,200 rising to ₹1,500. One Circle Inspector of Schools is a Lieutenant-Colonel in the Bombay Staff Corps, and two are officers in the Educational Department, non-domiciled Europeans, appointed by the Secretary of State, or approved by him when appointed in India. The pay of Inspectors ranges from ₹500 to ₹1,000. The District Inspectors, on pay ranging from ₹80 to ₹200, 18 in number, are all Natives of India. There are two other non-domiciled Europeans employed in the Department—one as Principal of the Jubbulpore College on pay rising from ₹500 to ₹750, and one as Superintendent of the Male Normal School at the same place, on a salary of ₹200 rising to ₹300. The Professors of Mathematics in the same College and the Lady Superintendent of the Female Normal School are, by race, Europeans domiciled in India. The Professors of Sanskrit, of Physics, and of English are Hindus. Of a total of eleven officers belonging to the higher Educational Service, six are thus non-domiciled Europeans. It contains no Eurasians. The opinion of the present Inspector General (Mr. Colin Browning)

Central Provinces.
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Education.

regarding the requirements for efficient service in the higher grades of the Department is as follows:—"The Inspector General of Education should be a graduate in honors of one of the older Universities. He should be acquainted with the vernaculars of the Provinces in which he is employed, and well versed in the theory and practice of education. Circle Inspectors should be men of ability acquainted with the vernaculars of the districts in their circles of inspections, should have received a good general education, and have the University stamp on their attainments. Training at a Normal School is desirable, or they should have had experience in tuition, and be well versed in the literature of education. A peculiar training is required for an Educational Inspector. He should be a gentleman and a scholar, and, as well as being versed in one or more vernacular languages, he should have a knowledge of the Native mind. Good Inspectors can only be obtained by securing good men for our High Schools and for the junior Professorships of our Colleges. For the Professors of our Colleges, we require, if the Colleges are to be places of sound learning and not to degenerate into High Schools, the best talent, information, and instructive ability that we can procure. We require, in fact, the same kind of men that are Professors in our Colleges in Europe. They must also be robust men, and, above all, such leave and pension rules should be granted that they may not be compelled to hang on to their Professorships after the best part of their energy has gone, and until even their knowledge has fallen behind the age. We do not want men of extreme views. A Professor may inoculate a whole generation of students with political opinions and agnostic views that are not generally held by the best men, and have not yet been proved to be sound. A Professor, in short, must be a scholar and a gentleman in the highest sense of the term, and well able to maintain discipline in his class; a man of wisdom as well as of knowledge."

These opinions are not altogether shared in by the present Chief Commissioner, Mr. A. Mackenzie, whose Secretary writes on the subject as follows:—

"I am to say that the only point on which the Chief Commissioner thinks it necessary to submit any remarks is with reference to the supply of Professors for Government Colleges and of Inspectors of Schools. He is entirely opposed to the present arrangement under which these officers are ordinarily members of a superior and costly graded service. We usually get in this way as Professors in our Colleges very ordinary graduates of the English Universities, who have no special training in the art of tuition, and whose pay rises with seniority to an amount which is frequently quite disproportionate to the value of their services. A graded officer may be teaching elementary mathematics, for instance, all his time, yet his pay may rise to the highest amount available under the graded scheme. Mr. Mackenzie is aware that the Indian Educational Service has occasionally had in its ranks very distinguished graduates of Oxford and Cambridge, who have been successful instructors of Indian youth; but he believes that in the vast majority of instances the gentlemen sent out by the Secretary of State in recent years have not been men whom it was worth offering special terms to secure; and he feels confident that for those appointments which Indian graduates are considered incompetent to fill, we should get qualified incumbents on lower, but quite adequate, salaries from the ranks of the teaching profession at home under a system of five years' agreements renewable by consent, without burdening the State with charges for leave and pension. If the policy is a sound one, as Mr. Mackenzie thinks it is, that Government should in time sever its direct connection with the work of tuition, restricting its operations to inspection, direction, and control, it is essential to get rid as soon as may be of the Educational Graded Service, with its expensive claims and privileges.

"For the duties of Inspectors of Schools, we have, in the Chief Commissioner's opinion, a sufficiently wide field of selection open to us in the ranks of the general Educational Service, European and Native. Successful teachers of schools make the best Inspectors of Schools; and the Chief Commissioner concurs with some members of the Education Commission (rather than with Mr. Browning) in holding that Professors of Colleges on the present graded list do not as a rule make good Inspectors. For the inspection of European and technical education we should probably for some time to come require European agency of a special kind; but it would not be difficult to engage this upon terms depending upon the importance and value of the work to be done. The ordinary Inspecting staff should be graded and permanent, and recruited, as above indicated, from the ranks of the general Educational Service. For ordinary district inspection, educated Natives of India are admirably suited.

"As regards the control and direction of Provincial education, the Chief Commissioner is disposed to think that, if the graded service were done away with, we could always find in the Covenanted and Uncovenanted Service of Government men fit for the work. It is unnecessary to maintain a graded service merely for the purpose of training or developing an occasional Director. The Central Provinces are no doubt fortunate in having the services of Mr.

Central Provinces. — Education.

Browning as Inspector General of Education; but were he to retire, there is no one in the Educational Department of the Province qualified to succeed him, and it was Sir John Morris' intention in that event to appoint an officer of the Commission. The experience of other Provinces also goes to show that the special service not unfrequently breaks down just at the point when it might be expected to be most in evidence."

The Inspector General writes very strongly as to the hard and unequal operation of the Uncovenanted Service leave and pension rules in the case of officers of the Department in the Central Provinces.

Assam.

Assam. — Education.

There are only two non-domiciled Europeans in the Educational Department in this Province. One an officer of the Bengal graded Educational Service on pay rising from ₹750 to ₹1,000 is Inspector of Schools and head of the Department; the other is Head Master of a Normal School on ₹200. Twenty-one inferior appointments, with salaries from ₹100 to ₹200, are held—19 by Hindus and 2 by other Natives of India. There is no domiciled European, Eurasian, or Mahomedan in the Department.

The Chief Commissioner has no doubt that the interests of education in Assam require the retention at the head of the Department of a European, and has no suggestions to make for alterations in its constitution.

Berar.

Berar. — Education.

There is only one non-domiciled European employed in the Educational Department in this Province. The Director of Public Instruction on a salary of ₹1,000 and the Educational Inspector on ₹300 rising to ₹500 are both Hindus. The European in question is the Head Master of the High School on ₹400.

The Resident of Hyderabad, who is the head of the Administration, believes "that the educated element in India can be largely employed in the educational work of the Province to which graduates belong, and points out that this is done to a considerable extent in Berar already."

The Officiating Director of Public Instruction writes that appointments of ₹20 and upwards are usually given to candidates who have passed the Matriculation and Higher University examinations, adding that a graduate of the Bombay University can easily be had now for half what he cost from 15 to 20 years ago.

Appendix O. 5.

FOREST DEPARTMENT.

India.

India. Forests.

The systematic preservation of forests was first taken in hand in India by the Government of Bombay, where in 1847 a Conservator of Forests was appointed for the entire Presidency. A similar appointment was made by the Government of Madras in 1856. In 1862 Dr. (now Sir) D. Brandis was engaged to assist in organizing the Forest Department in Northern India, and in 1864 he was created Inspector General of Forests to the Government of India. In 1865 the first Indian Forest Act was enacted to provide for the protection and better management of Government Forests. Dr. Brandis found it difficult to obtain competent officers for the superior grades of the Forest Department in India, and in 1866 he proceeded to England to arrange for the recruitment of Forest officers who were to receive a training in the schools of France and Germany.

The management of Forests is left in the hands of the Local Governments, but the Inspector General corresponds on all Forest matters directly with the Conservators, and he may call for any information, reports, and returns he thinks necessary. In certain matters District Forest officers are subordinate to the Collector.

At the head of the Department is the Inspector General for the Government of India, who receives a salary of R1,700 rising to R2,000.

The staff of the Department is divided into three branches, exclusive of the Clerical Establishment:—

(1) The Controlling Staff. | (2) The Executive Staff.
(3) The Protective Staff.

The Controlling Staff consists of—

Conservators	Chief Forest Officers of Provinces or parts of Provinces.
Deputy Conservators, Assistant Conservators	Officers in charge of Forest Divisions.
Assistant Conservators, 2nd and 3rd grades	Officers in charge of Forest Sub-Divisions.

This distribution of charges is not, however, strictly adhered to; officers are posted according to their capacity for work or to the existing number in each grade present on duty; and are occasionally posted to charges inferior or superior to those which it was intended to assign to the rank held by them. Thus in some cases Deputy Conservators hold charge of Sub-Divisions and Assistant Conservators charge of Divisions.

The Executive Staff comprises—

Sub-Assistant Conservators, Forest Rangers	Officers in charge of Ranges.

When the number of Assistant Conservators is insufficient, Sub-Assistant Conservators are appointed to the charge of Sub-Divisions.

The Protective Staff consists of—

Foresters, Forest Guards	In charge of Beats.

When Forest Rangers are not available, Foresters are placed in charge of Ranges.

The salaries of the Controlling Staff throughout India are as follow:—

	R
Conservators, 1st grade	1,500
„ 2nd „	1,250
„ 3rd „	1,000
Deputy Conservators, 1st grade	900
„ „ 2nd „	800
„ „ 3rd „	650
„ „ 4th „	550
Assistant Conservators, 1st grade	450
„ „ 2nd „	350
„ „ 3rd „	250

The Executive Staff receives the following salaries:—

	R	R
Sub-Assistant Conservators	150	to 250
Rangers	50	„ 150

To the Controlling Staff appointments are made ordinarily by the Secretary of State. The candidates are selected by competitive examination, subject to the following qualifications:— A candidate must be a natural-born British subject, and must be above 17 and under 21 years of age. He must be unmarried; and if he marries before leaving England for India, he forfeits his appointment. He must produce testimonials of good conduct for the two years preceding his application for admission to the examination. He must appear before a Medical Board, and obtain a certificate of physical fitness for employment in the Department. Particular stress is laid upon good vision and hearing, and means are taken to test physical powers of endurance, so as to ensure the selection of persons of active habits and sound constitution.

A fee of £4 is payable for admission to the examination, and formerly, after selection, candidates were sent to the Ecole Forestiere at Nancy, where, after a preliminary course of instruction under a French Forest officer, they were required to attend the regular College courses for a period of two years. But in 1884 it was resolved that in future the selected candidates should receive a larger portion of their training in England, and that they should be required to study at Cooper's Hill for a period of 2 years and 2 months; and that during part of the vacations, and during the last 4 months of the period of tuition, they should visit from time to time forests in Great Britain and the Continent for the purpose of practical instruction in such details of Forest management as could not be studied at the College at Cooper's Hill. The candidates are instructed in pure Mathematics, Applied Mathematics, Geometrical Drawing, Free-hand Drawing, Surveying, Descriptive Engineering, Physics, Chemistry, Biology, Botany, Geology, Forestry, and the French or German language; and to these subjects Entomology has lately been added. The College fees amount to £180 per annum, which must be paid in advance in three instalments. These fees include all charges for tuition, board and lodging, but not medical attendance. Students are required to provide their own class books and drawing instruments; but drawing paper, drawing boards, and surveying instruments are provided by the College. The entire expense of the tours and of the course of practical instruction in the Forests is defrayed by the Secretary of State. A deposit of £5 is required to be made by each student on admission to the College as caution money.

In so far as the recruits obtained from England are insufficient to fill existing vacancies, appointments to the Controlling Staff are made in India. The Forest Code framed for the territories under the administration of the Governor General, but which has not been adopted in its entirety in the Presidencies of Madras and Bombay, provides (section 21, clause 2) that, when no officer appointed in England is available, the Governor General in Council may appoint to the Controlling Staff a Sub-Assistant Conservator of special merit and of not less than 5 years' service in that class. An officer of the Controlling Staff, whether recruited in England or appointed in India, must ordinarily be appointed to the 3rd grade of Assistant Conservators; and if he is employed in territories administered by the Governor General, he is placed on one of the following Provincial lists:—

(i) Bengal.
(ii) Assam.
(iii) North-Western Provinces, Oudh, and Ajmere.
(iv) Punjab and Beluchistan.
(v) Central Provinces, Berar, and Coorg.
(vi) Burma and the Andamans.

Before an Assistant Conservator of the 3rd grade is promoted to the 2nd grade, he must have passed an examination in a principal language of his Province by the lower standard, and must have obtained a certificate from the Conservator that he is competent to hold charge of a Forest Range.

The number of appointments in the 2nd and 3rd grades respectively of Assistant Conservators not being fixed, officers may be promoted substantively from the 3rd to the 2nd grade; but no officiating promotions are made to the 2nd grade. Promotions beyond the last mentioned grade can be made only on the occurrence of vacancies.

Before promotion to the 1st grade of Assistant Conservators an officer must have passed an examination in a principal language of his Province by the higher standard (or in two principal languages by the lower standard), and also an examination in Forest Law and in the Land Revenue system of his Province, and must have obtained a certificate from the Conservator that he is competent to hold charge of a Forest Division.

Promotions up to and including the 4th grade of Deputy Conservators are regulated by priority in passing the prescribed examinations. The position of officers in the 4th grade of Deputy Conservators is regulated by the date of their original appointment to the class of

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Assistant Conservators. Thereafter promotions are regulated by the practical efficiency officers may show in the discharge of their duties.

Promotions from the 3rd grade of Assistant Conservators up to and including the 2nd grade of Deputy Conservators are made by Local Governments, and in the case of officers on the Central Provinces, Berar, and Coorg list, by the Chief Commissioner of the Central Provinces, in consultation with the Resident of Hyderabad and the Chief Commissioner of Coorg.

Promotions from the 2nd to the 1st grade of Deputy Conservators and appointments to the grade of Conservator, or to the posts of Inspector General, Assistant Inspector General, Deputy Director of the Forest School, Instructor at the Forest School, and Deputy Superintendent of Forest Surveys, are made by the Government of India; and officers may be selected from any list irrespectively of the Province in which the vacancy occurs.

Appointments of Sub-Assistant Conservators are made by the Local Governments—

(1) By the promotion of Forest Rangers who have obtained a Ranger's certificate at the Dehra Dun Forest School, and who have rendered not less than 5 years' satisfactory service as Forest Rangers.

(2) By the promotion of Forest Rangers who entered the Department before 1st December 1881, and have done specially good service, including 5 years as Forest Rangers.

(3) By the appointment on probation for not less than 2 years, with the previous sanction of the Government of India, of applicants between the ages of 18 and 25, who are deemed by the Conservator likely to make useful Forest officers, subject to the production of the following certificates:—

(1) A certificate of birth or other satisfactory evidence of age.
(2) A certificate signed by a Presidency or Civil Surgeon that the candidate is of good health and constitution, including good eyesight and hearing.
(3) A certificate that the candidate has passed the F.A. Examination at one of the Indian Universities, or such other examination of an equal standard as may be considered sufficient.
(4) A certificate that the candidate has passed the examination in one of the principal languages of the Province by the lower standard.
(5) A certificate that the candidate has passed a prescribed examination in Surveying.

Probationers so appointed are, when it is possible, to be sent to the Dehra Dun Forest School to receive instruction for such a period as may be considered necessary in each instance.

Forest Rangers appointed by Conservators are ordinarily appointed—

(1) By selection from Foresters or others who have obtained the Ranger's certificate at the Forest School at Dehra Dun.

(2) From Foresters or others who have obtained the Forester's certificate at the same School, and who have afterwards rendered not less than 2 years' satisfactory service as Foresters.

But the Local Government may also appoint to this grade subordinates who have earned such promotion by faithful and meritorious service, and Native Non-Commissioned officers of the army who have entered the Forest Department under the orders contained in the Resolution of the Government of India, No. 25F., dated 13th November 1880.

There are no rules prescribed by the Government respecting the qualifications to be possessed by candidates for employment in the Protective Staff; but the appointments of Foresters are made by the Conservators, who, in some instances, prescribe certain conditions respecting age, physique, and educational qualifications.

The appointments of Forest Guards are made by the Divisional officers.

The Assistant Conservators and officers of higher rank appointed by the Secretary of State, or with his special sanction, are granted furlough under the rules contained in Chapter V of the Civil Leave Code, as are also certain other officers whose names appear in Schedule B of the Code. The other officers of the Forest Department are granted furlough under the rules for Uncovenanted officers (Chapter X of the Civil Leave Code).

The pensions of officers appointed to the Department in England by Her Majesty's Secretary of State are governed by sections 67, 96 and 114 of the Civil Pension Code. The other officers of the Department are entitled to pensions in accordance with the rules of the Code relating to Uncovenanted officers.

There are attached to the office of the Inspector General a Superintendent of Forest Surveys and a Superintendent of Working Plans.

The staff of the Forest Department in Bengal consists of 1 Conservator, 9 Deputy Conservators, and 2 Assistant Conservators, all of whom are Europeans not domiciled in India; and 7 Sub-Assistant Conservators, of whom 1 is a European not domiciled in India, 4 are Eurasians, and 2 are Hindus.

There are no Rangers in Bengal receiving salaries of R100; but of the officers in this class, 2 are Eurasians, 18 are Hindus, and 1 is a Mahomedan.

The Forest Staff in Assam consists of 1 Conservator, 2 Deputy Conservators, and 5 Assistant Conservators, all of whom are non-domiciled Europeans; and of 3 Sub-Assistant Conservators, of whom one is a domiciled European and 2 are Hindus. There are 10 Rangers, all Hindus; but no one of them enjoys a salary in excess of ₹80.

In the North-Western Provinces there are 3 Conservators, 13 Deputy Conservators, and 8 Assistant Conservators. Of these, 1 Deputy Conservator and 2 Assistant Conservators are domiciled Europeans; the other officers are non-domiciled Europeans. There are 4 Sub-Assistant Conservators, of whom 1 is a domiciled European and 3 are Hindus.

The following officers holding special appointments have their head-quarters in the North-Western Provinces, *viz.*, the Assistant Inspector General of Forests and Superintendent of Working Plans, who is a Eurasian; the Deputy Director of the Forest School, the Instructor at the Forest School, and the Superintendent of Forest Surveys, who are non-domiciled Europeans.

In the Punjab the staff of the Department consists of 1 Conservator, 11 Deputy Conservators, and 6 Assistant Conservators. With the exception of 2 Deputy Conservators who are Europeans domiciled in India, the other Controlling officers are non-domiciled Europeans. Of 4 Sub-Assistant Conservators, 3 are domiciled Europeans and 1 is a Hindu. There is also one probationer for this grade, who is a Mahomedan. Of the 4 Forest Rangers who receive a salary of ₹100 and upwards, 2 are domiciled Europeans and 2 are Hindus.

In the Central Provinces there are 1 Conservator, 7 Deputy Conservators, and 7 Assistant Conservators. These officers are Europeans not domiciled in India, with the exception of 1 Deputy and 1 Assistant Conservator, who are domiciled Europeans, and 1 Assistant Conservator, who is a Hindu. Of 4 Sub-Assistant Conservators, 2 are Hindus and 2 are Mahomedans. Of 3 Forest Rangers who receive a salary of ₹100 and upwards, 1 is a domiciled European and the other 2 are Mahomedans.

The staff in Berar consists of 1 Conservator, 2 Deputy Conservators, and 2 Assistant Conservators, non-domiciled Europeans; 3 Sub-Assistant Conservators, of whom 2 are Hindus and 1 is a Mahomedan; and 8 Rangers, of whom 7 are Hindus and 1 is a Mahomedan; but only one, a Hindu, receives a salary of ₹100.

In Coorg there are one Deputy Conservator, a European, and 2 Hindu Rangers.

From the time the Government of India seriously took in hand the organization of its Forest Service as an Imperial Department, it has constantly recognized the propriety and expediency of the large employment of Natives in that field, and has taken advantage of every occasion to impress its views on the head of the Department and on the local Administrations. The opinion of the Government of India has been cordially approved by successive Secretaries of State.

In 1866, when arrangements were being made for the training of Forest officers for India in Europe, Lord Cranborne, in Despatch No. 48 of the 9th July 1866, thus expressed himself: "I think it highly important that it should be impressed on all Assistant Conservators that it is a part of their duty to endeavour to train the Natives employed in subordinate Forest posts so as to form them into an efficient staff, and give them an interest in the work of the Department. This is an object which will, of course, be only gradually attained, but it is one which the superior officers may further very much by personal attention and influence."

In June 1867 the Government of India issued orders of a general character on the subject of promoting Native subordinates in the Forest Department. It pointed out that the employment of a body of carefully trained Native subordinates and officers in each Province would make it possible thereafter to manage the Government Forests with more thoroughness and economy. The Secretary of State for India, in November of the same year, expressed his approval of the orders issued. Sufficient progress not having, in the opinion of the Governor General in Council, been made in that direction, a Resolution, No. 11F., dated 28th July 1869, was circulated to the several Local Governments. The conviction was expressed that the Forest Department was one which in all its branches offered peculiar facilities for the employment of Natives of this country, and that it appeared not only desirable but necessary to encourage the promotion of Natives to the higher appointments in the Department. Anticipating that, in order to secure satisfactory results, a more numerous Executive agency must ere long be provided, and that the employment of European officers for that purpose was inexpedient on other grounds and impracticable on the score of expense, the Government of India came to the conclusion that the Executive branch of the Forest Service must be mainly recruited from among the Natives of the country, and that to secure the service of a superior class of men reasonable prospects of promotion to the higher grades of the Department must be held out to them. Under these circumstances, the Governor General in Council deemed it expedient to make it known, for the information of all concerned, that henceforth all appointments in the Forest Department, including the highest, would be open equally to all, whether Europeans or Natives of

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India, who might possess the needful qualications and have earned their promotion by faithful and efficient service, and that on the promotion of officers, as well as on their first appointment to the Department, the same rules would apply to Natives of this country as to Europeans. In accordance with these views the Government of India directed that steps should at once be taken in every Province to secure the employment of Natives in all grades of the Forest Department for which they might be qualified, and that, whenever an opportunity offered, the names of deserving Native subordinate Forest officers should be submitted for promotion to the rank of Assistant Conservator. The Governor General in Council also directed the Local Governments to consider whether in special cases Native gentlemen of practical experience, who were otherwise qualified, might not be appointed Assistant Conservators at once without any previous training in the lower grades of the Department.

The Government of India, in a Despatch No. 8F., dated 3rd August 1869, reminding the Secretary of State that His Grace's predecessors had at various times commented on the propriety of employing Natives of the country in the administration of the Forests, communicated to the Secretary of State the orders it had issued in the Resolution of the 28th July 1869.

In a Despatch No. 20, dated 6th October 1869, the Secretary of State intimated his entire concurrence in the opinions of his predecessors, to which reference had been made, and the satisfaction with which he would hear of the appointment of any competent Natives to positions of trust and consequence in the Forest Department. Adverting to the direction given by Lord Cranborne respecting the duty of Assistant Conservators to train the Native staff, and expressing his conviction of the great importance of the preservation of the Forests in India to avert the serious calamity with which their destruction threatened the country, His Grace observed that it would be necessary to employ officers specially trained in the science of Forestry in the countries where the forests were extensive, and the officers administering them were trained for the purpose as for any other profession, and that it would be unavoidable to continue this scheme until a sufficient number of skilled officers had been obtained in India, and the forests, or a part of them, were under such systematic management as to admit of men being trained in India to carry on Forest operations. His Grace continued as follows: "I allude to these circumstances, not with a view of depreciating the employment of Natives, for which I repeat my anxiety, but in order to show that the smaller cost which their employment would entail must not induce your Excellency in Council to employ them unless they are really competent to take their part in managing the forests. Some preparation will be necessary for them, and time will be required to obtain it. If Natives are appointed to posts before they are capable of fulfilling their duties, it will but retard the object we have in view and irreparable mischief may be done to the forests. * * * The surest course seems to me to be to hasten on, as far as practicable, the skilled training of all the classes of officers to be employed in the Forest Service."

The publication of the Resolution of the Government of India, No. 11F., dated 28th July 1869, resulted in the appointment of a small number of Native apprentices; but no further steps were taken until Sir Richard Temple, then Lieutenant-Governor of Bengal, in a Minute, dated 9th October 1876, suggested the establishment of a Forest School. The Inspector General of Forests submitted a detailed report on the suggestion thus made, and recommended the establishment of a Central Forest School in the North-Western Provinces.

In Despatch No. 6, dated 23rd February 1877, the Government of India observed:

"The Subordinate Staff consists, and will as a rule consist, entirely of Natives of India, and we have now under consideration certain proposals submitted to us by our Inspector General of Forests for the establishment of a Forest School in the Dehra Dun and Jaunsar Forests of the North-Western Provinces, in order to provide professional training for young men who wish to become candidates for appointment to the Forest Department as Forest Rangers and Foresters. Eventually we hope to see this projected institution extended, so as to serve the further object of preparing promising members of the Subordinate Staff, or candidates for the same, for admission into the ranks of the Superior Staff. * * * It is believed to be the general opinion among the more experienced Forest Officers * * * that for many years to come the Superior Staff of the Department must chiefly be recruited by the appointment of gentlemen who have received a professional education in the State Forests of France and Germany. There is, however, no reason why Native gentlemen should not visit Europe for the purpose of gaining admittance in this manner to the Superior Staff of the Department. Mr. Desai, it is said, entered the Department in this manner, and others will doubtless follow his example. We should give every encouragement to Native gentlemen intending to visit Europe in order to qualify for the Forest Service in this country."

"The Forest School which we contemplate may eventually be so far extended as to

provide for the professional education of all candidates for the Superior Staff; but at present several conditions essentially necessary for the success of this scheme are wanting. For the establishment of a Forest School of this character, three requisites are necessary:—

"*1st*—Competent teachers with lengthened and varied practical experience.

"*2nd*—Handbooks of Forestry and the auxiliary sciences, written with special reference to Forest administration in India.

"*3rd*—Forests of sufficient extent and sufficiently varied in character, which have for some time past been managed in accordance with a well-considered working plan. No forests will answer these requirements for the produce of which there is not a constant and certain demand, and this is one reason why forests in India, which might otherwise be suitable, frequently cannot in their present state be used for purposes of instruction. Such forests must first be opened up by roads or other means of communication before a regular working plan can be introduced."

The Secretary of State, in Despatch No. 12, dated 18th October 1877, replied as follows:—

"Your proposals to recruit the Subordinate Staff as a rule entirely from Natives of India and to establish a Forest School for the education in Forest administration of the subordinate class have my full concurrence. The admission of Natives to appointments for which they are qualified is an end which I would have constantly kept in view; and this branch of administration appears to be eminently fitted for the purpose, and is, at the same time, free from many of the difficulties which affect their entrance into other professions. For the reasons you have given, it would not be practicable, at this early stage, to attempt to carry out the training of the Superior Staff in India; but there would appear to be no reason why, with the aid of the experienced officers in the Forest Department, a commencement should not be made by the establishment of the School you propose, in which, beginning on a modest scale, the course of study might be gradually extended."

In 1878 the Secretary of State, having received from the Government of India some suggested amendments to the Forest Department Code, noticed that, in respect to the appointments of Sub-Assistant Conservators, it appeared to be implied that the rules were made for Europeans, and that Sub-Assistants had a right of promotion to the grade of Assistants; and the opinion was expressed that the rank of Sub-Assistant should, as a general rule, though not exclusively, be filled by qualified Natives, but that those who might be appointed Sub-Assistants ought to have no right to a higher grade, although in cases of exceptional merit such promotion might be justifiable and expedient. His Lordship added that as regards Natives, probation as a Sub-Assistant would probably be found to afford the best test of fitness for promotion to the higher grades in the Forest Department.

In a Despatch No. 19, dated 9th May 1878, the Government of India expressed its assent to Lord Salisbury's views, but observed that up to that time its efforts to obtain a sufficient number of competent Natives to fill the appointment of Sub-Assistant Conservator of Forests, which entailed an amount of personal hardship and exposure extremely distasteful to educated Natives, had been unsuccessful. The Government of India feared that the difficulty would continue until the Forest School which it was about to establish at Dehra Dun had been for some time in operation.

On the 1st July 1878 the Government of India, in a Resolution No. 34A., announced its intention to establish a Forest School at Dehra Dun for the education of candidates for the appointment of Foresters or Forest Rangers, to which none but Natives of India were to be admitted as students. To this School certain forests in the neighbourhood were to be attached to afford an opportunity for the practical training of the students; and inasmuch as Forest administration in India had not then been sufficiently established to justify the expectation that students would be willing to pay for the education provided at the School, the instruction was to be at first gratuitous. It was, however, intended that eventually fees should be charged. Furthermore, to encourage and assist students who might be desirous of obtaining instruction in Forestry, but were restrained from doing so by want of means, Local Governments and Administrations were authorized to make advances to them, arrangements being made for recovering the money so advanced; and eight scholarships of R15 each a month were established for exceptionally promising candidates.

By Resolution No. 6F., dated 3rd February 1879, the scope of the Forest School was enlarged so as to provide for the education of Sub-Assistant Conservators. Two classes of persons were declared eligible for admission to this Department of the Forest School, *viz.*,—

(1) Forest Rangers considered by the Conservators under whom they were serving to be suitable for promotion to the superior branch of the service.

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(2) In special cases passed students of the Thomason Civil Engineering College at Rurki who had received a certificate of Assistant Engineer, or officers of other Departments, or persons otherwise specially qualified.

The students of these two classes were termed probationers, and it was at the same time intimated that the Government did not, as a rule, thereafter intend to appoint any Sub-Assistant Conservators who had not first served for some time as probationers.

The Resolution of February 1879 required the sanction of the Government of India to the appointment of probationers. Resolution No. 29F., dated 5th August 1879, dispensed with this sanction in the case of Natives of India, and left the appointments to the Local Governments. At the same time it was declared that promotion to the class of Sub-Assistant Conservators would be made by the Governor General in Council on the recommendation of Local Governments.

In Resolution No. 40F., dated 23rd October 1879, it was intimated that, as a rule, no probationer would be promoted to the rank of Sub-Assistant Conservator who had not served at least two years as a Forest Ranger; that probationers who entered the School without previous experience as Forest Rangers must, in the first instance, be trained for the duties of that class in the Forest School; and that, although they might have earned, in addition to the Forest Ranger's certificate, the higher certificate required of candidates for the grade of Sub-Assistant Conservator, they would not be promoted to that grade unless they had actually served two years as Forest Rangers in their own or some other Province.

Although it was hoped that, under the orders of the 9th May 1878, Natives of superior standing might be recruited for the upper branch of the Forest Service, the anticipation was not realized. At the end of 1881 it was reported that no more than four Native probationers had been sent to the School, of whom only one would probably qualify for promotion to the grade of Sub-Assistant Conservator, and that the men who presented themselves for Rangerships and for posts in the Superior Staff respectively belonged precisely to the same class of society, and had generally reached the same standard of education.—(Letter from the Government of India to the Government of the North-Western Provinces and Oudh, No. 352F., dated 3rd June 1884.)

This opinion of the Government of the North-Western Provinces is borne out by the evidence of Mr. Fernandez, who states that it was found that many of the Ranger class had received a better general education, and in the examinations showed greater ability in answering questions than the higher class.

Consequently the Government of India resolved to limit the work of the School to the professional training of Forest Rangers; and it having been found that some of the students were so imperfectly acquainted with English as to be unable to follow with intelligence the course of instruction given in that language, a higher educational qualification was prescribed as a condition of admission to the class. It was at the same time provided that, although no fresh probationers for the grade of Sub-Assistant Conservator would be admitted, Conservators, with the sanction of the Local Government, might send Forest Rangers who had rendered specially good service for a course of instruction at the School, and that such Rangers, if qualified, should receive a certificate of being eligible for employment as Sub-Assistant Conservators. It was considered that no Ranger over 30 years of age should be selected for this special training, but discretion was left to the Local Governments to promote deserving Native Forest Rangers who were too old to be sent to School to the grade of Sub-Assistant Conservators.

In Resolution No. 7F., dated 3rd June 1884, the Government of India, after observing that several *bonâ fide* Natives of India had been promoted to the rank of Sub-Assistant Conservators, declared its intention to maintain the principle in future, and to fill vacancies in that grade as a rule by the promotion of deserving Forest Rangers. It noticed that great difficulty had been experienced in some Provinces in finding a sufficient number of men suitable for instruction in the School who were acquainted with English and at the same time fitted for Forest work. In order to remove the difficulty and to extend the circle of selection of candidates suitable for Forest work, it directed that a class should be established in which instruction should be given in the Hindustani language, in addition to the class in which instruction was given in English.

The English class is intended for the education of Rangers; the Hindustani class for the education of Foresters. The educational qualification required for admission to the former is a certificate of having passed the Entrance examination of an Indian University on the English side; the educational qualification for the latter is a certificate of having passed the Middle School examination or its equivalent. The course of training for the Ranger's certificate

extends over 18 months, and that for the Forester's certificate over 12 months; and after two years' satisfactory service as Foresters, students who have obtained the Forester's certificate are qualified for promotion to the class of Ranger.

The Lieutenant-Governor of the North-Western Provinces in 1883 expressed his regret that the original plan contemplated for the training as probationers of Native gentlemen of good position and education not already in the service had been abandoned. The reasons which had induced the Government of India to take this course were explained to him, and it was pointed out that the original scheme of the Forest School did not embrace such a class, and that it had been constituted only as an experiment. The Lieutenant-Governor considered that a longer trial might have been allowed, and that in the Forest as in other Departments of the Government service a certain number of direct appointments should be reserved for Natives of India trained in India who had not served in the inferior grades. In reply, the Government of India pointed out that, under the existing rules, either Europeans or Natives of India could, in exceptional cases, be appointed direct to the rank of Sub-Assistant Conservator; but intimated its opinion that such appointments should be made most sparingly, inasmuch as the Secretary of State was averse to the appointment to the Forest Department of Europeans in India, and experience had led the Government to the conclusion that suitable Native gentlemen very rarely presented themselves for such appointments. "The life of a junior Forest officer," it was observed, "is a very trying one, involving a very considerable amount of exposure and fatigue if he really does his duty in the forests. Native gentlemen would in nine cases out of ten find the work quite uncongenial to their tastes, and they would at best perform their duties in a perfunctory manner." At the same time the Government intimated its intention to provide in the Code then under revision that Sub-Assistant Conservators should be recruited by the occasional appointment of applicants who were not in the Forest Service, provided they satisfied the Government that they had passed the F.A. Examination at an Indian University, or an equivalent examination, and that they possessed besides certain other qualifications necessary for the duties of a Forest officer.

To illustrate the anxiety of the Secretary of State for the employment in the Department of Natives of Asiatic parentage, reference may be made to the Despatch of the 28th February 1878, already quoted, as well as to other Despatches, which in part or in whole have been laid before the Commission. Thus in Despatch No. 36, dated 24th October 1878, the Secretary of State desired it to be clearly understood that Sub-Assistants should be recruited as far as possible from Natives, even though there might not as yet be found men quite so well qualified as Europeans for the duties.

In a Despatch No. 19, dated 29th May 1879, the Secretary of State expressed his apprehension that the operations of the Forest School would be unsuited to the education of Natives, and intimated that it was not desirable to organize an institution of that character for the training of Europeans in India for the superior grades of the Forest Department.

In another Despatch No. 12, dated 5th February 1880, the Secretary of State, adverting to a memorandum forwarded to him of conditions for the admission of European probationers, called attention to his Despatches of the 24th October 1878 and 29th May 1879, and suggested that his orders had been overlooked, inasmuch as the rules under consideration not only encouraged European candidates to come forward for appointments as Sub-Assistant Conservators, but provided for their promotion to the grades of Assistant Conservator. He requested an explanation on the subject, and directed that the rules for the admission of Europeans to the School at Dehra Dun should be held in abeyance.

The Government of India, in Despatch No. 6, dated 10th March 1880, observed that it had been obliged occasionally to engage Europeans in India for the work of the Forest Department, because the supply of trained recruits from England was small, and because competent Natives of the country were not available for the laborious work of a Forest officer; that it had no desire to increase the local European class in the Department; and that it had every intention of maintaining the principle that the subordinate ranks of the Department should be filled by Natives of the country trained to their profession at the Forest School; and at the same time it pointed out that Eurasians or East Indians were, by the Statute 33 Vic., Cap. 3, section 6, included in the term Natives of India, and declared equally eligible for appointments in the public service.

In acknowledging the Despatch from the Secretary of State of the 5th February 1880, the Government of India called attention to its Despatch No. 5, dated 10th March 1880. A statement was given of the number of Natives and Europeans who were attending the School, and an explanation was afforded of the circumstances under which Europeans were admitted to the School when it was first opened. The extract is as follows: "We forward with this Despatch a

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list showing the students now under instruction, from which it will be observed that there are at present four Europeans, one Eurasian, and four Natives. The four Europeans admitted into the School had, under former arrangements, complied with all the conditions required by us for the admission of candidates to the class of Sub-Assistant Conservator. We have, however, ruled that no more Europeans shall be admitted for some time to come; and endeavour is being made to make the School really available for the training of Natives of the country."

The Secretary of State, in Despatch No. 49, dated 3rd June 1880, adverting to the explanations respecting the engagement of Europeans in India, directed that as he had determined to increase the supply of trained recruits from England, the practice should be discontinued; and that if occasion arose for the temporary employment of additional officers in the superior branch of the Department, and qualified Natives of the country were not available, recourse should be had to the Civil Service, the Staff Corps, or the Public Works Department.

On the 5th October 1880 the Government of India, representing its inability to find competent Natives, and its desire to employ less expensive agency than that recruited in England until trained Natives were forthcoming, solicited sanction to the appointment within a few years thereafter of not more than six Europeans, selected from the Survey of India or from the passed students at Rurki as probationers, who would be eligible for promotion to Sub-Assistant Conservatorships.

The Secretary of State, on the 6th January 1881, in sanctioning these appointments wished it to be understood that he did not in any way desire to depart from the principle laid down by his predecessor that the grade of Sub-Assistant Conservator should be filled by Natives of India, and intimated that it was only on the assurance of the Government of India that qualified Natives were not available that he assented to the proposition.

The Government of India, in its Resolution No. 15F., dated 1st December 1881, announced that the appointment of Europeans or of Natives of India with European habits as probationers or Sub-Assistant Conservators of Forests would be discontinued, save in those cases in which the Government of India might desire to make an exception in favor of specially qualified candidates.

In a memorial addressed to the Secretary of State by Mr. D. S. White, on behalf of the Eurasian and Anglo-Indian Association of Southern India, on the subject of the more extended employment of Eurasians and domiciled Europeans in the public service, special reference was made to the Forest Department. In forwarding this memorial* to the Secretary of State, the Government of India observed:

* In a Despatch No. 55, dated 13th October 1884.

"We may remind Your Lordship that for the superior grades of that service it is essential that we should have professionally trained officers, and that these can at present only be secured in Europe. There can be no objection to the occasional promotion to the Controlling Staff of specially deserving Sub-Assistant Conservators or upper subordinates; but any thing like a general recruitment of the staff in India would at the present stage be fatal to the efficiency of the Department. Our Forest School at Dehra Dun is designed for the instruction and improvement of Forest Rangers, and we can only expect to have an efficient executive service for work in the forests if its members enter in the lowest grade, and receive a thorough practical training. But the pay of a Forest Ranger is only R50 monthly to start with; and although suitable Natives in the strict sense of the term can easily be procured on that pay, it is impossible to secure Europeans or Eurasians of respectable up-bringing on those terms. To the class of persons likely to accept service at this low salary it is not by any means desirable to entrust the responsible duties attaching to these appointments."

The Secretary of State, in Despatch No. 8, dated 29th January 1885, observed that while he entirely sympathized with the memorialists in their desire that the class of persons referred to should obtain such fair share of the higher appointments in the Government service as their merits and qualifications might entitle them to, he agreed with the Government of India and the Government of Madras in thinking it undesirable to adopt any special measures for their benefit; and that, as well in respect of domiciled Europeans and Eurasians as of Natives of Asiatic parentage, the question of recruitment in India for the superior grades of the Forest Department must depend to a great extent on the facilities afforded for technical education.

Sir D. Brandis has been so good as to forward to the Sub-Committee a valuable note, of which the whole will no doubt be studied with much interest. As bearing on the question of technical education for the Forest Department, it will be convenient to refer to a passage which explains the course prescribed in Prussia for candidates for employment in the Forest Department.

Sir D. Brandis informs the Sub-Committee that the branches of the Forest Service, which

in India correspond with the Executive and Controlling Branches, constitute one branch only in those countries where Forest administration is most completely organized. Candidates for employment in the Forest Department in Prussia must have passed the closing examination at a Gymnasium (an examination equal at least to the F.A., if not to the ordinary B.A., of an Indian University), and must in that examination have passed with credit in Mathematics. The candidates then undergo an apprenticeship of one year in one of the State Forest Districts, and after studying for two years at a Forest School and one year at a University undergo their first examination, which is a pass and not a competitive examination. A high standard is fixed, which must be attained: the subjects required are all branches of Forestry, Surveying, Pure Mathematics, Statics, Mechanics, selected branches of Jurisprudence, Botany, Zoology, Mineralogy, Physics, and Chemistry. The candidates then spend two years in practical work in several Forest Districts, after which they present themselves for the second examination. The subjects required include all branches of Forestry, but the questions asked have more special reference to the actual requirements of the service than was the case at the first examination. Special attention is also paid to those branches of Civil and Criminal Law and Procedure with which a Forest officer must be familiar, as well as to Political Economy. Those who have successfully passed the second examination receive the designation of Forest Assessor, and are eligible for appointments in the State Forest Service. Government, however, is in no way obliged to find employment for passed candidates. As far as practicable, they are employed temporarily as Assistants in the Working Plans Branch in the Forest Division of Provincial Governments. Those who distinguish themselves by industry, energy, and special aptitude for the work are selected to fill such vacancies as may arise. Those who do not find such employment obtain appointments in Forests belonging to towns and villages, public corporations, or private proprietors. The first appointment in the State Service which a Forest Assessor looks forward to is that of Oberförster, or District Forest officer, which corresponds to that of Forest Ranger in the Indian Forest Service. The average area of a forest district under an Oberförster in the Prussian State Forests is 9,600 acres, about one-half of what is intended to be the average charge of a Forest Ranger in India. The Prussian State Forests aggregate 6,597,000 acres, and the number of officers of the Oberförster class is 677; while the number of Controlling and Inspecting officers, whose duties correspond to those of the Controlling Staff in India, is 129. This staff comprises seven chief officers attached to the Ministry of Agriculture, State Domains, and Forests, who have the rank and designation of Oberland Forstermeister, Oberförstmeister and Förstmeister. These officers do the work, which in India, for a much larger area of State Forests, is attempted to be performed by the Inspector General and Assistant Inspector General of Forests. In the same class are the Directors of Forest Schools and the Inspecting officers who are attached to Provincial Governments, and whose duties correspond to those of Conservators and Deputy and Assistant Conservators in India. Of the officers holding the rank of Oberförster, only the most capable and distinguished are promoted to the class of Inspecting and Controlling officers; the majority remain in the class of Oberförster to the end of their service.

Major Bailey, who was appointed to the Directorship of the Forest School at Dehra Dun on its first establishment, has furnished the Sub-Committee with a detailed account of the course of instruction which the candidates selected in England formerly underwent at Nancy. This course extended over a period of 2 years and 4½ months. It must be remembered that the candidates had been selected by a competitive examination, and presumably had received a good general education and possessed industry and intelligence.

Major Bailey was invited to inform the Sub-Committee as to the probable cost of equipping the Dehra Dun School in such a manner as to enable it to undertake the training of officers competent to discharge the duties of the Controlling Branch. Major Bailey points out that at present instruction is given by officers who are at the same time charged with duties in the Forest, and that for imparting higher instruction it would be necessary to select Professors specially qualified to impart the knowledge they possessed. He considers that it would not be possible to expand the organization of the Dehra School, so as to combine, in the ordinary sense of the term, the teaching of men intended for the position of Rangers and Sub-Assistant Conservators with that of men who are to enter the controlling grades. The educational attainments of the two classes would be different, and teaching suitable for the higher class would be beyond the intelligence of the lower. Even when the same subjects were taught to the two classes, the manner of teaching them would not be the same. The instruction imparted to the lower class would be far more rudimentary than that imparted to the higher, and the duration of the course prescribed for the higher class would be much greater than that prescribed for the lower. Major Bailey considers that an expenditure of ₹50,000 would be

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necessary for buildings and furniture, and an annual expenditure of ₹78,880 in addition to charges on account of furlough, pay, and pensions of the teaching staff, and the expense of repairs.

The Officiating Inspector General of Forests in his Departmental note has dealt with the same questions. For administrative reasons, he entertains an objection to educate officers of the Controlling and Executive Staff at one and the same technical school; and even if he considered it otherwise feasible, which, in view of the contemplated training of one hundred students for the Executive Staff, he does not, he does not approve of the Dehra Forest School being developed so as to include the training of officers for the Controlling Staff. The transfer of the technical training of the Superior Staff to India would, in his opinion, involve the establishment of a new institution; and inasmuch as educational talent of the kind required is cheaper in Europe than in India, and such a college as would be necessary for the proper instruction of the Superior Staff of Forest officers could combine in Europe technical training for other professions, the cost of such an institution in India would, apart from other reasons, condemn the scheme, seeing that no more than from 8 to 12 recruits would be required annually to maintain the service at the strength contemplated for some years to come. But, in addition to the objections on the score of expense, there are other reasons why the Officiating Inspector General considers the scheme at present impracticable. Forestry in India has been so recently treated scientifically that the theoretical teaching cannot be illustrated by reference to an inspection on the ground of forests long subject to systematic treatment and working. Moreover, he considers it necessary that a Forest officer in the Controlling Staff should make himself acquainted with the industries connected with Forest administration and with the mechanical and other arrangements which are employed in economizing labour in the forests; and he observes that although some of these industries have been established, and many of the mechanical contrivances have been adopted in various parts of India, it would be necessary that the student should travel over a wide area to obtain a practical acquaintance with them; whereas in Europe this knowledge would be gained at a very much smaller expenditure of time and money.

He urges that the recruitment in England is open to all classes, and he points to the circumstance that there are already in the Controlling Branch not only Statutory Natives of India, but also Natives of Asiatic extraction who have undergone training in Europe, as dispensing with the necessity for the establishment of an institution in India at a cost out of all proportion to the results to be obtained by it.

The Officiating Inspector General attaches the greatest importance to the excellence of each officer in the Controlling Staff, seeing that for economical reasons it has been resolved to keep that staff numerically far weaker than in other countries where the system of State Forests prevails. Officers of the Controlling Staff in India are, he observes, promoted at an early age to charges which in those countries would be filled only by officers of more mature experience; and he apprehends that it will be found not the least difficult among the problems presented by the contemplated organization of the Department in India how to secure the administration from the disadvantages incidental to these arrangements. Sir D. Brandis apparently shares these apprehensions; for he observes that as the forest nurseries in India develop, a measure which he proposed when the organization was made will doubtless be carried out more fully than has hitherto been done, *viz.*, that young officers who come to India for the Controlling Staff should always commence their career in the ranks of Executive officers; that after they have acquired the needful familiarity with the language, they should be placed in charge of Forest Ranges; and that they should not be entrusted with the duties of Controlling officers until they have proved their fitness for such duties by service as Executive officers. The Officiating Inspector General desires that the practice of rewarding exceptionally excellent service in the Executive Staff by promotion to the Controlling Staff should be continued; but he advocates that officers thus selected should be sent to Europe to complete their scientific training; otherwise he fears that they cannot be utilized for the more important positions for which such training is a question of constantly increasing importance.

Sir D. Brandis mentions as another measure originally proposed by him, to which fuller effect would hereafter probably be given, the promotion of officers from the Executive to Controlling appointments when they are not too far advanced in years and have rendered distinguished service. He advocates this exceptional promotion because of the powerful and beneficial effect it will have on the character of the Native members of the Executive Branch. He does not indeed propose that men selected should necessarily be sent to England, but he mentions as among the advantages possessed by English officers their familiarity with the progress of Forestry in Europe; and he advises that all superior Forest officers, Native as well as

European, should be encouraged to keep themselves acquainted with the science and practice of Forest management in Europe, and with the experience gained in those countries where it is most understood.

The Officiating Inspector General confirms the evidence of Mr. Fernandez, the Deputy Director of the Dehra School, as to the insufficiency of the knowledge of English and Mathematics possessed by candidates for admission to the Forest School. This has imposed on him the necessity of recommending an entrance examination as well for candidates for Rangerships as for those who aspire to the post of Sub-Assistant Conservator. The Officiating Inspector General has proposed that students qualifying for direct appointments as Sub-Assistant Conservators should maintain themselves during the course of their studies, and remain for six months longer at the School than Rangers, in order to study Forest and Land Revenue Law, the Forest Code, and the several principles and rules of administration.

Originally the pupils at the Forest School not only received instruction without charge, but such of them as held posts in the Department drew the pay of their posts; and even apprentices received an allowance of from R15 to R20. The salary paid to the majority of the pupils was at the rate of R100, in addition to travelling allowances when in camp. The Deputy Director of the Forest School has informed the Sub-Committee that of late applications for admission have been received from persons of the same social classes as the salaried pupils who are willing to attend the School without salary, and that two of such students have completed their course and received appointments.

The Officiating Inspector General desires to bring to the notice of the Commission the serious disadvantage under which he believes the Department labours in the recruitment of its Controlling Staff, in that the officers, although selected in the same way and educated in the same College as the officers recruited in England for the Public Works Department, have neither the same prospects nor the same pension rules as are enjoyed by officers in the Public Works Department. The average pay in the Forest Department amounts, according to an estimate prepared by him, to R635 as compared with R696 in the Public Works Department.

Several witnesses have pointed out that the competition in England attracts very many fewer candidates than it did formerly. Mr. Fernandez, a Native of Surat, failed by 7 or 8 places at the examination for the Covenanted Civil Service, but subsequently secured the first place among 49 competitors for three appointments in the Forest Department. He states that there are now rarely more than three or four competitors for each vacancy, and attributes this result to the following causes, *viz.*, that the more liberal rules respecting pension have not been extended to the Department; that the prospects of promotion are less favorable than were originally looked for; that the Conservatorships are not sufficiently paid; and that the frequent changes in the value of the rupee render the sterling value of the pension altogether uncertain.

Mr. Baden-Powell, Judge of the Chief Court of the Punjab, and formerly in charge of the Forest Department in that Province, has also expressed the strongest objections to the existing arrangements of the Department respecting pay and pension.

Mr. Fernandez, whose views the Sub-Committee to a great extent adopts, considers the following qualifications essential for officers in the Controlling Staff, *viz.*,—(1) strong constitution; (2) active habits and physique; (3) cheerfulness in submitting to discomfort and privation; (4) a sound general and special education, inasmuch as Forestry in India is, and for the next 50 years will be, to a great extent, a matter of original research, for which a well balanced, thoroughly disciplined scientific mind is a *sine quâ non*; (5) force of character combined with tact, seeing that the work of the Forest Department is closely watched by the local Executive service, jealous in protecting private rights from invasion; (6) a mind which is at once practical, fertile in resource, and capable of combining means to ends, in illustration of the importance of which he instances the case of a forest fire; and (7) administrative ability and culture sufficiently liberal to entitle an officer to social equality with members of the Executive Service. In a less degree the same qualifications are required in the officers of the Executive Branch of the service. For the Protective Staff the requisite qualifications are—(1) a good physique; (2) honesty; (3) such knowledge of Forest Law and the authority conferred on them as will enable them to discharge their duties as custodians of the forests; and (4) such discretion as is required in Police officers generally, so as to enable them to exercise their powers without oppression.

The same classes compete for employment in the Forest Department as seek service in the Public Works Department. The European officers recruited in England come from the same social classes and have received the same preliminary education as the successful competitors for appointments in the Public Works Department conferred on students at Cooper's Hill. The Officiating Inspector General has pointed out that some Natives of India, even of Asiatic

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parentage, have succeeded in entering the service by competition in England; but the number has been much smaller than could be desired. The prospects of officers of the Executive Branch, notwithstanding the occasional promotion of members of that branch to the Controlling Staff, are so greatly inferior to the pecuniary prospects of officers locally recruited for other Departments of the public service, that they have attracted very few Asiatics who have received a liberal education. Moreover, the life of a Forest officer would not be congenial to the races of Asiatics among whom education has as yet made most progress. As education reaches the more virile and energetic races, there is no doubt that a larger number of educated Natives will be found who will exhibit no less preference for active employment out of doors than is at present exhibited by Europeans, and to a less extent by Eurasians. Instances have been mentioned of Native officers, notably a Maratha and a north-country Mahomedan, who have exhibited the physical and social qualities requisite in officers of the Department. The proposals of the Director General largely to increase the numerical strength of the Executive Branch and to enhance the pay of the higher grades will doubtless attract to the Department Natives of superior education, from whom selections may be more freely made for the higher grades of the service.

In a letter addressed by the Government of Bengal to the Government of India, No. 25T.R., dated 9th June 1887, the Lieutenant-Governor expresses his opinion that the arrangement whereby the officers for the higher appointments are recruited partly in England and partly by the promotion of Sub-Assistant Conservators in India is unexceptionable; but he observes that in practice recourse has not been had in recent years to the second method of appointment, and that this fact, coupled with the distaste generally felt in India for service in the lower grades of the Department, explains the smallness of the number of Natives now holding responsible posts in the Department. His Honor declares his desire to keep this avenue to admission as widely open as circumstances may admit, and he intimates that an opportunity may soon occur for making such an appointment. He adds that when a vacancy occurs in the grade of Sub-Assistant Conservator, which can be filled by a direct appointment, due notice will be given of the fact by public advertisement, so as to afford facilities for application to any educated men who may desire to enter the service.

Mr. A. L. Home, Conservator of Forests, Bengal, states, in a note furnished by him as Departmental Member in Bengal, that the greater number of applications for employment in the Department are made by Hindus. During the current official year 13 Hindus, 1 Eurasian, and 1 Mahomedan applied for employment. So far as his experience goes, he considers one class of the community as good as another for Forest work; but he professes himself unable to name a single man as coming up to the standard required in a really efficient member of the Executive Staff. He declares that he has never found a Bengali who had an actual liking for the work of a Forest Ranger or Forester in ranges at a distance from villages and towns, though he mentions a Bengali Sub-Assistant Conservator who has conscientiously combated this prejudice against forest life, and done his duty to the best of his ability.

Two witnesses were examined in Calcutta.

Mr. H. H. Davis, Deputy Conservator of Forests, Bengal, gave it as his opinion that Europeans educated at a Hill School and sent to Rurki, and then to Dehra Dun, are about as qualified officers as those who come out from England, and that such Europeans are superior to the average of Eurasians. He considered that the Natives of Bengal are neither physically fit for the hardships of a forest life nor desirous of following it, except in places where the work is easy; and he mentioned that in Orissa and Chota Nagpur he has found it difficult to obtain Natives to fill vacancies among the Forest Rangers.

Mr. E. G. Chester, Deputy Conservator of Forests, Bengal, expressed a less favorable opinion of the efficiency of the training imparted by the Dehra Dun School; but he allowed that the only Rurki man whom he has met in the Superior Staff is a good man. He expressed an unfavorable opinion of Bengalis as Forest officers; but he admitted that there is a great deal of sickness both among Natives and Europeans in his division owing to jungle fever and variations of temperature. He complained of the refusal of the Secretary of State to extend the favorable pension rules to the officers of the Forest Department recruited in England.

Mr. C. Bagshawe, Departmental Member for the North-Western Provinces, urges that the inferior position of the superior officers of the Department in respect of pensions, as compared with that of their brother officers in the Public Works and Telegraph Departments, injuriously affects the interests of Government. He calls attention to the circumstance that within the last twelve years the number of candidates has fallen from about twelve for each vacancy to twelve for five vacancies in 1886. He also considers that it is inexpedient that Forest officers should be prevented from retiring on a proportionate pension after 20 years'

service, inasmuch as the best work performed by a Forest officer, unless he has attained to the higher administrative offices, is that performed during the earlier portion of his service. He states that in his opinion it is difficult to obtain in India suitable men for employment in the superior branches of the Service; that the profession is not one to which Native gentlemen aspire; and that it would be undesirable to promote men of superior status into the higher ranks of the Department unless they had by approved service shown themselves specially qualified for such promotion. He considers that Europeans as well as Natives of Asiatic descent should be recruited for the Executive Service. He shows that great difficulty has been experienced in obtaining well educated candidates for the Ranger class, as the best men from the Colleges and High Schools prefer the Subordinate Executive and Judicial Branches of the public service, and attributes the distaste shown by educated Natives for the Forest Service to the unhealthy character of the Forest Districts, the isolation, absence of all pleasures of civilized life, the laborious character of the work, and the prolonged separation from family. Applications for employment come most frequently, he states, from sons of officials; but the best candidates are the sons of landholders and of men living away from towns. He considers that there are good Hindu subordinates of all classes, and equally good Mahomedans and many excellent Europeans and Eurasians in the service. He thinks it necessary at present to recruit the Controlling Staff mainly in England, but would not close the door to promotion to that branch to suitable men.

Two witnesses were examined in the North-West Provinces.

Mr. W. R. Fisher, Officiating Director of the Dehra Dun Forest School, spoke strongly of the importance of the administration of the Department by officers of energy, firmness, and good status as well as of high professional attainments. In his opinion educated Natives dislike employment in the jungle, and prefer judicial duties or Police work to exposure in the open air throughout the day. In the Controlling Staff he considers that Natives would be likely to leave the work too much to their subordinates. He advocates the proposed improvement of the pay of the Executive Staff, which would render it a suitable field for the employment of Natives educated in India, and maintains that ordinarily a European training should be insisted upon as a qualification for employment in the Controlling Branch.

Mr. E. E. Fernandez considered the pay and chances of promotion in the Executive grade insufficient to attract to or retain in the Department Natives of sufficiently liberal education who are unaccustomed to an out-door life. He would require the qualification of a B.A. degree on the part of all Native candidates for appointments to the Sub-Assistant class, not only as a guarantee of sufficient education in English to follow the English course of lectures, but also because he regards the possession of a degree indicative of mental culture, better manners, and a higher moral tone. Admitting that the present prospects of the service are unattractive to educated Natives, he insisted that careful selection and probation are desirable. In his experience educated Natives are impatient of hardships to which men of other races would submit with cheerfulness, and if influenced by caste prejudices are less efficient officers than they otherwise might be. He stated that he is personally acquainted with two Natives in the Executive Staff, who, he thinks, would be fit for promotion to the Controlling grade; and that he has found Mahomedans usually better Forest officers than Hindus, for although they have less education, they have greater force of character and endurance, and fewer prejudices. He also described a Maratha Brahman, a man of fair education and possessed of landed estates, as a most efficient Native officer, and one who would not allow caste prejudices to interfere with his work.

Major F. Bailey, Conservator of Forests, Departmental Member in the Punjab, observes that it is highly desirable that all members of the Controlling and Executive Staff should possess the professional attainments acquired by training in the Forest class at Cooper's Hill College and the Dehra Dun School respectively, but that at present in the Punjab only 39 per cent. of the Controlling Staff have undergone a complete course of professional training, and only 37 per cent. of the Executive Staff have passed through the School at Dehra Dun. He mentions also that only two men from the Punjab have attended the class of Foresters at Dehra Dun; for although it is intended that men of that class and Forest Guards should receive some kind of professional training, it has not been found possible to make the necessary arrangements. He observes, however, that when employed under capable officers of the Controlling or Executive Staff, officers of the Protective Staff are found in course of time to obtain a fair standard of professional knowledge. He states that the few candidates who were appointed direct to the class of Sub-Assistant Conservator were, generally speaking, the sons of European Government servants or pensioners domiciled in India; and the Rangers, for the most part, the sons of Government servants, zemindars, shopkeepers, and cultivators in about equal proportions; that

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he is unable to say that any one class is markedly superior to the others; that the appointments are sought more by Hindus than by Mahomedans; that as a general rule the attainments of the candidates are not of a sufficiently high order; and that it is difficult to select among men who have passed the Entrance Examination of an Indian University candidates who could profitably follow the courses at the Dehra Dun Forest School.

Major Bailey in a subsequent note insists that the number of men employed in the lower grade of Rangers is too great, and that the number in the higher grades should be increased; that domiciled Europeans and Eurasians should enter in the same grades as Natives; and that a certain proportion of the Sub-Assistants posts should be reserved for the direct appointment of the best qualified of all these classes, though he admits that the prospect of promotion of Sub-Assistants to the Controlling grade is remote.

The following gentlemen were examined by the Sub-Committee:

Mr. Baden-Powell, Judge of the Chief Court, Punjab, and formerly in charge of the Forest Department in the Punjab, considered that it would be found more convenient to recruit for the Superior Service in Europe than to extend the scope of the School at Dehra Dun. He did not object to the promotion of Forest Rangers to the Controlling Staff in extremely exceptional cases; but he declared that he had never seen a Native Forest officer whom he would entrust with the control of a Forest Division. He considered that very few educated Natives would care to live the life of exposure and hardship entailed on officers holding Controlling appointments in the Forest Department, or were physically competent to do so; but he thought that a few such men might be looked for as education advanced amongst the more manly races of Northern India. He declared his unwillingness to allow any Native to be appointed to the upper grades of the service under any conditions whatever, who had not shown his fitness to manage a Forest Range by the exhibition of such qualities as self-reliance, activity, power of controlling his subordinates, tact in dealing with other officials, and self-respect; and he professed himself altogether averse to the idea of appointing any young Native gentleman who has taken a University degree and happens to be of good family direct to an Assistant Conservatorship. He did not consider that domiciled Europeans are likely to make as good Rangers as Natives. Having regard to the duties of Forest Rangers, he considered that the pay should be sufficient to attract the best men obtainable to the subordinate service, and admitted that the present pay of the grade is calculated to produce dishonesty and oppression; and he stated that the Forest Guard is worse paid than the Policeman, whose pay is in his judgment insufficient.

Colonel E. G. Wace, Financial Commissioner of the Punjab, expressed a strong opinion that special training in India is essential for the efficiency of the superior officers in the Forest Department, notwithstanding they might have received technical training in Europe, because of the different conditions of climate and the local difficulties which present themselves to the prosecution of Forestry in India. So long as the Schools in India are no better than they now are, he considered it necessary that recruits for the higher offices in the Department should be obtained in England. He believed that the number of domiciled Europeans who received a high education is at present comparatively limited, and that the number of educated Natives, whose physique and energy are such as to fit them for an out-door life in the Forest and other Departments, is also at present very limited, inasmuch as education has scarcely reached those races in which energy principally resides. He thought it possible that the School at Dehra might be adapted at no great expense to give a superior training in Forestry; but he thought that it would be dangerous to introduce a change in the higher staff of the Forest Department too precipitately. He regarded it as important that the Executive Service of each district or division should be, as far as possible, recruited locally on account of the strong difference of race and habits which are to be found within the area of a single Province like the Punjab. He believed that Natives are not impatient of the employment of domiciled Europeans and Eurasians, and that in some cases fathers of men of these races would be willing to help their sons during their service in the lower grades; but he thought that there would be no necessity to recruit domiciled Europeans for these appointments in the Punjab, as the Natives obtainable for such employment are very active, very energetic, and willing to undergo considerable hardship in the earlier period of their service. While he considered that equal pensions should be assigned to officers of the different Departments who are recruited under similar circumstances, he expressed himself very strongly as to the inexpediency of throwing on the Government too great a burden in respect of pensions, and advocated the insistence upon a contribution from officers towards their pensions, at least when they had reached the higher grades of the service.

Mr. W. Coldstream, Officiating Commissioner of Lahore, advised that the Forest officer

selected in England should be placed under the supervision of some officer other than his departmental superior on his first arrival from England, and suggested that he might with advantage be trained for a year or two under a Settlement officer or Deputy Commissioner in settlement work, or routine district work on the Revenue side. He expressed himself satisfied that at present the employment of Europeans in the Controlling grades is very desirable; but he mentioned that there are in the Province Natives of education fit to undertake arduous duties in the open air. He believed that the physical endurance of Bengali gentlemen is fairly good, and that those who have a taste for the work would probably be efficient for Revenue work as regards physical requirements.

Mr. C. F. Elliott, Deputy Conservator of Forests, Multan, considered that the men trained at Dehra Dun received a sufficiently good professional education for the duties of Rangers, and mentioned that two Natives who had served under him in that grade had given sufficient proof of endurance. He did not consider the education given at the Dehra Dun School up to the standard required for the Controlling grades.

Mr. F. O. Lemarchand, Deputy Conservator of Forests, Kangra, stated that one of his Sub-Assistant Conservators, a Native, did his work very well, as did also the European Rangers who had served under him. He gave a less favorable opinion of his subordinate Native Rangers. In respect of energy he had found the Europeans and the Natives equally qualified, as well as in ability to stand exposure.

Mr. A. M. Reuther, Deputy Conservator of Forests, Lahore, stated that the Natives, of whom he had had experience as Forest officers, were wanting in zeal and energy, perfunctory in the discharge of their duties, and had not passed through the Forest School. He mentioned that one domiciled European who had served under him had proved an entire failure, and had been dismissed from the Department; but that another performed his duties fairly well. Both this witness and Mr. Lemarchand complained of the pension and furlough rules.

Mr. E. S. Carr, Deputy Conservator of Forests, Lahore, considered the training at the Dehra Dun School sufficient for the technical education of Forest Rangers, and saw no reason why in course of time the School should not undertake the training of men for the higher appointments. He added that it was desirable that men should, if possible, be trained in India where their actual work lay. He did not consider Natives as efficient as Europeans for employment in the Department, and asserted that he had never seen a Native who was fit to hold a controlling appointment; but he admitted that his experience of them was not very great, as he had only been in the Department about five years. He strongly urged the claims of the officers recruited in England to the more favorable pension rules granted to the Public Works Department.

Mian Moti Singh, Rajput, and a Forest Ranger, complained that Natives are practically excluded from the Department, inasmuch as all the highest posts in the Superior and in the Executive Staff are occupied by Europeans. He admitted that the Europeans he referred to as holding the best Rangers' appointments are domiciled, and were appointed before the Dehra Dun School was established; and he also admitted that he did not at present know of any Natives fit to be Conservators or Deputy Conservators. He stated that the Natives who would be inclined to enter the Department could not go to England by reason of their poverty, and that those who are wealthy enough to afford the journey to Europe prefer other more lucrative and less hard-worked professions. He considered that the prospects of Natives in the Forest Department are inferior to those of Natives in the Revenue Department, while the hardships entailed on Forest Officers are far greater.

Mian Nizam-ud-din, President of the Zemindars' Reforming Society in the Punjab, complained that Natives are at present ineligible for the superior appointments in the Department, because the Controlling Staff is almost entirely European. He maintained that if Natives were guaranteed appointments on proof of fitness they would make themselves efficient. When reminded that there is no rule which prohibits the admission of Natives, he urged that there is no School in India capable of giving such an education as is requisite for the Controlling Service, and that the Natives are not in a position to go to Europe and qualify themselves. He was unable to say whether there would be a sufficient number of Native students acquainted with the rudimentary branches of science to take advantage of higher education if the Forest School raised the standard of its teaching. He declared that he knew many Natives who would be willing to accept appointments in the higher grades of the service, and among them two of his brothers. He admitted that his brothers would not enter the service as Forest Rangers even if they were offered appointments, though they would accept Tahsildarships. He mentioned that one of his brothers was thinking of going to England to

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study for the Bar. He was not aware that Sub-Assistant Conservators might be promoted to the Controlling Staff.

Colonel J. C. Doveton, the Conservator of the Central Provinces, reports that direct appointments to the class of Sub-Assistant Conservator are exceptional; that the appointments were intended for Natives; but that out of six applications in respect of probable vacancies which have been presented to him, five have been made by, or on behalf of, Europeans. He states that Sub-Assistant Conservators are, under existing rules, ordinarily recruited from Forest Rangers and Foresters; that in former years there was much competition for appointments in the classes of Forest Rangers and Foresters by Mahomedans, whose forefathers had come from Southern India and settled in the Central Provinces; but that since the passing of the Entrance examination of the Calcutta University and the Middle School examination have been required as qualifications for admission to them, the candidates have been principally Hindus, and by far the greater number Maratha Brahmans.

Of the classes who seek employment in the Forest Department, he considers there can be no doubt that Europeans and Mahomedans of Southern India adapt themselves most readily to the life of a Forest officer in the Central Provinces, and that Mahomedans are more hardy and under sickness display greater endurance than any other class of Natives. He observes that on Hindus, especially on Brahmans, forest life entails more or less hardship; and that while such a life is more or less distasteful to Asiatic Natives, it is not so to Europeans or people of European extraction; that Europeans accept Forest service because it is a profession of their choice, whereas Natives accept it rather for the sake of the income to be derived from it. For these reasons, and also for the reason that Europeans are, as a rule, capable of exercising more personal influence, and are not exposed to the same feelings of jealousy on the part of officials below them, he considers them better fitted for the duties of officers of the Controlling Staff; and, if they receive the same training as Natives, he believes they will also prove the most efficient Foresters.

The Chief Commissioner sees no ground for suggesting any change in the orders regulating admission to the Forest Department.

Mr. Mann, the Conservator, Assam, reports that all classes of the community seek employment in the Forest Department, and that all are equally capable of rendering efficient service in that Province; that for the higher appointments Bengalis have been found more reliable than Assamis; but that for the lower appointments, such as Guards, the various hill tribes in the Province furnish the best material.

The Chief Commissioner believes that the present organization of the Department is well suited for the ends in view, and that the measures already in force for the instruction of Natives of India in Forestry are likely, in course of time, to supply a considerable number of men qualified to take up Forest appointments. But he observes that in Assam Forest officers are exposed to many hardships, and must necessarily be persons of strong constitution and active habits; that these qualifications are not often found combined in Natives with the necessary scientific attainments; and that it is not to be expected that the profession of Forest officer in Assam will offer many attractions to educated Natives of the country.

Colonel G. J. Van Someren, the Conservator of Berar, states that Rangers are usually recruited from the rank of Foresters, and, except where special qualifications authorize a departure from this rule, are promoted from grade to grade by seniority. The order of the Government of India that, except for special reasons, the appointment of Ranger should be conferred only on a man who has obtained a Ranger's certificate at the Forest School at Dehra Dun is in force in Berar; but, owing to the absence of qualified men, it has as yet been impossible to give full effect to the order, and only one officer in these grades has obtained the certificate.

There are three grades of Foresters on salaries of ₹35, ₹25, and ₹15 respectively. The Conservator considers that as it is intended to recruit the Ranger class ordinarily from these grades, care must be taken to appoint to them men of some education, and that at least some of them should possess a knowledge of English and sufficient acquaintance with Mathematics to enable them, when sent to the Forest School, to profit by the instruction available there; and that all must be able to read and write Marathi fluently. He states that the rule that no person should be sent to the Forest School who has not passed the Entrance examination on the English side at a University has been modified in favor of men from this Province; that it was intended that four Foresters should attend the School to be trained as Rangers; but that this has hitherto been impracticable; that one is now attending the School, and that another was to be sent in the present year.

The Conservator mentions that Forest Guards are appointed by the Deputy Commis-

sioners, who, under the system obtaining in Berar, are responsible, with the aid of their District Forest officers, for the working of the forests in their districts; that stout, able-bodied men with physical courage are selected; and that such of them as are able to read and write Marathi, and are otherwise qualified, are eligible for promotion to the lower grade of Foresters. In the Melghât there is a staff of Naka Karkuns, 25 in number, who collect, at fixed stations where they reside, the royalties due on the forest produce exported from the Melghât. They receive salaries varying from R10 to R25, and are generally Brahmans.

The Conservator is of opinion that the professional attainments of the Controlling Staff cannot be too high. He observes that in Berar, as elsewhere, much has been done in selecting lands to be permanently placed in the list of State Forests, in settling rights and privileges, in demarcating the forests, in protecting them from fire, in introducing a system of transport and sale of forest produce, in opening out roads on a system which admits of regular expansion, and in organizing the Department; and that this has been accomplished while the Forest Administration has been almost entirely in the hands of men who had had no special training other than that which they had acquired by actual experience; and who, as they retired, would nevertheless hand over to their successors in good condition a valuable property, which, when they took it in hand, was fast deteriorating and little cared for; but that, apart from the protection and administration of forests, there was now required a knowledge of a more special and technical character than had hitherto sufficed; that working-plans had to be framed to provide at once for the systematic out-turn of produce and the improvement of the forests; that trained observation was required for the collection of the *data* on which such plans must be based, and a scientific Forest training for the application of general principles to such *data*. He considers that the officers appointed by the Secretary of State have, as a body, justified the expectations formed of them. He points out that a good working knowledge of Botany and the principles of Vegetable Physiology, of the diseases of trees and their causes, of the insects which injure trees or timber, of the properties of vegetable growths, of soils, their formation and influence on the growth of trees, and some acquaintance with Engineering are the technical requirements of a Forest officer. He observes that to acquire these qualifications necessitates a training of some duration, and presupposes a good general education and the special study of Mathematics, Chemistry, and Natural Science. In order to complete the training they have received in Europe, he recommends that every officer appointed in England should be required to pass 18 months at the School at Dehra Dun, so as to learn what is required in the management of a forest in India, and to go through a course of Forest accounts and returns.

He regards the course of instruction now given at Dehra Dun as affording a good basis for the training of Sub-Assistant Conservators; but he urges that it should be raised to a higher level, and the strength of the staff increased, so as to be able to teach up to the standard adopted for the instruction of the Controlling Staff in England; and, when this is done, he considers that, after reserving a fixed number of appointments in the Controlling grades for Englishmen, the rest might be thrown open to Natives, Statutory as well as Asiatic. He advocates a considerable improvement in the pay of Sub-Assistant Conservators in order that these grades may be a goal to which Rangers may aspire after long and approved service. He considers that the curriculum of the School provides all the instruction at present required for training Rangers.

The Conservator considers that Europeans, when properly trained, are the most efficient class as officers in charge of Forest Divisions. But he is also of opinion that in certain circles, owing to peculiar local circumstances, Natives who have passed through the Dehra Dun School, and are honest and capable of managing subordinates, may well replace Europeans. He states that these circumstances exist in Berar, that, while the forests in the Melghât should for at least a generation to come be placed under the most efficient European officer that can be obtained, with a second officer of the same class in another district to succeed him, the other districts could be managed by Native officers under the orders of the Deputy Commissioner, but guided in all technical matters by the Conservator.

Colonel Van Someren adds that he has been employed in Mysore, the Punjab, and the School Circle. He desires it to be understood that his opinion respecting the employment of Natives in charge of Forest Divisions does not apply to the School Circle or the Punjab.

The Conservator is of opinion that the salaries paid to officers of the Controlling Staff are insufficient to induce Natives of India to proceed to Europe for the necessary training; but if any Native or Eurasian did so, and was in other respects qualified, he sees no reason why he should not make a thoroughly good Forest officer on his return to India. At the same

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time he maintains that the highest posts, those of administration, should be held only by Englishmen, as in his judgment it is right and proper as well as necessary that Englishmen should in India be at the head of all Departments.

The Conservator considers that Europeans and Eurasians, when of such character as to be able to withstand the temptations to which a life isolated from their fellows exposes them, furnish as good recruits as any other class for the Sub-Assistant Conservator's posts; but that the bulk of these appointments should be conferred on Natives who have qualified at the Dehra Dun School.

While admitting that a good European Ranger is a useful officer, he prefers trained Natives as Rangers and Foresters; but he advocates an improvement in the pay of these classes in order that really good men may be attracted to the service.

He states that in his experience the Maratha Brahmans, as a class, are not qualified for out-door Forest work, and that Kunbis are too easy-going and deficient in education; that the best Sub-Assistants, Rangers, and Foresters are recruited from men of the Punjab, Oudh, and the North-Western Provinces; and that they also make the best Forest Guards. He also speaks favorably of Berar Mahomedans.

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The rules of the Code compiled for the regulation of the establishments of the Forest Department in the territories under the administration of the Governor General apply with some modifications to the Forest establishments in the Presidencies of Madras and Bombay, and in these Presidencies the staff is similarly divided into three branches—the Controlling, the Executive, and the Protective Staff.

The Controlling Staff of the Forest Department in the Madras Presidency consists of one Conservator of the 1st grade, one Conservator of the 2nd grade, two Deputy Conservators of the 1st grade, three Deputy Conservators of the 2nd grade, four Deputy Conservators of the 3rd grade, four Deputy Conservators of the 4th grade, five Assistant Conservators of the 1st grade, five Assistant Conservators of the 2nd grade, and two Assistant Conservators of the 3rd grade.

One of the Assistant Conservators in the first grade is a Eurasian; with this exception all the Controlling appointments are held by non-domiciled Europeans.

On the Executive staff there are four Sub-Assistant Conservators of the 1st grade, of whom one is a domiciled European, one a Eurasian, one a Hindu, and the fourth a Mahomedan. There are five Sub-Assistant Conservators of the 2nd grade, of whom two are domiciled Europeans, one is a Eurasian, and two are Hindus; and there are three Probationary Sub-Assistant Conservators, of whom two are domiciled Europeans and one is a Hindu.

There are likewise one Forest Ranger of the 1st grade, a Eurasian, and five Forest Rangers of the 2nd grade, of whom one is a domiciled European and four are Eurasians. No other non-gazetted officer of the Forest Department in the Madras Presidency, except such as have purely clerical duties, receives a salary of ₹100.

It will be observed that there are in this Presidency only two grades of Sub-Assistant Conservators. The salaries sanctioned for these grades are similar to the salaries sanctioned for Sub-Assistant Conservators of the 2nd and 3rd grades serving in territories under the administration of the Government of India.

When vacancies on the Controlling Staff cannot be filled by officers recruited in England, deserving Sub-Assistant Conservators, who must, as a rule, be Statutory Natives of India, may, with the sanction of the Secretary of State, be promoted to the class of Assistant Conservator by the Governor in Council on the special recommendation of Conservators; but such officers are not permitted, except when they exhibit exceptional merit, to rise to the class of Deputy Conservator.

The rules prescribing examinations for officers on the Controlling Staff are similar to those contained in the Forest Code, with the exception that the subjects for the examination in Law are, in the Madras Presidency, somewhat more numerous, and that to qualify for promotion to the 1st grade of Assistant Conservators an officer must produce a certificate from the Conservator that he is sufficiently acquainted with the trees and shrubs of his district and with the Departmental Code of Accounts.

Assistant Conservators of the 3rd grade, appointed by the Local Government, are required to pass in Surveying.

Promotion is regulated by rules similar to those prescribed in the Forest Code.

Sub-Assistant Conservators, Forest Rangers and Foresters are appointed by Conservators. Forest Guards are appointed by the District Forest officer subject to the approval of the

Collector of the district. Save in special cases, first appointments are made to the lowest grade in each class.

A Forester on first appointment must be under twenty-five years of age, have received a medical certificate of physical fitness, &c., have passed the examination for a degree, or the First in Arts examination of an Indian University, or the Matriculation examination and the Hand-writing test of the Middle School examination in the first class. Candidates who have passed none of these examinations may, however, be appointed on condition that they qualify within a period fixed by the Conservator.

Forest Guards may in special cases, with the sanction of the Government, be promoted to the class of Forester.

A Forester is not eligible for promotion to Ranger till he has passed an examination in Surveying and a departmental examination in Forestry and Accounts. If he be a European or a Eurasian, he is also required to pass an examination in the vernacular of the district. Ordinarily Forest Rangers are recruited by the promotion of Foresters who have either obtained the Ranger's certificate at the Dehra Dun Forest School or have passed the examinations abovementioned.

When an appointment as Forest Ranger is given to a man outside the Department, he is required to pass the same examination as a Forester within the period prescribed in each case by the Conservator, and, until he has qualified in Surveying, Forestry, Accounts, and Language, he is regarded as being on probation and is not eligible for promotion to the Sub-Assistant Conservator class. Before he can receive such promotion he must also be reported to be active, intelligent, and capable of efficiently performing the duties of a District Forest officer.

A Sub-Assisant Conservator, whether recruited by promotion or direct appointment, is required to undergo, if he has not already undergone, a course of training at Dehra Dun, and to pass the departmental examination prescribed by G. O. No. 1079, dated 22nd September 1885.

The Departmental Member observes, with regard to the technical requirements of the Department, that inasmuch as its special aim is the maintenance and improvement of forests on scientific principles, it is requisite that its Superior staff should be trained in Europe and its Subordinate staff gradually passed through the School of Forestry at Dehra Dun. No Native gentlemen from the Presidency of Madras have as yet entered the Department through the competitive examination in England.

The classes who seek employment in the Subordinate staff are, the Departmental Member states, Europeans (chiefly domiciled), Eurasians, Hindus, and Mahomedans. He considers it no disparagement of Hindus to say that in some important respects they are, as a class, less qualified than the others for forest work. Intellectually, he allows, they are second to none; but he maintains that the service has few attractions for them except that it is employment under Government. He asserts that they do not like the work for its own sake, and that even when physically fit they cannot always support the roughness of the life which other men make light of, or at any rate patiently endure. He hesitates to say that by judicious selection suitable men might not ultimately be obtained from the Hindu community, but he expresses his conviction that at present many enter the Department and regret it afterwards—men who are good enough in their way, but quite unfitted for the unhealthiness and hardship of forest work. All other things being equal, he expresses his preference for Mahomedans and Hindus to Europeans and Eurasians.

He states that Forest Guards are obtained from the Hindu and Mahomedan communities, and that the latter community perhaps supplies the best men.

It is to be observed that in the Madras Presidency the Office establishments are entirely distinct from the Executive.

In a further Note the Departmental Member has recorded his opinion on certain questions which are more or less pertinent to the present inquiry. He considers that in the Madras Presidency, although the expansion and improvement of the Executive staff are highly desirable, it would not meet an even more urgent want,—an increase of qualified superior officers to direct operations; and he mentions that the numerical weakness of the Controlling Staff since the reorganization in 1882 has been such that almost all leave has been refused, except on medical certificate. He states that in the Madras Presidency the Collector is really the chief Forest officer of his district, and that the District Forest officer is his assistant and representrative, and is equally with officers in the Revenue Department under his orders. He also states that for many years the selection and demarcation of reserve forests, the preparation of regular working-plans, and the organization of forest work generally, must engage attention; and in order to provide Collectors with adequate confidential assistance in undertaking the responsibility

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of such important measures, he considers that there should be a District Forest officer in each Collectorate, and in some districts more than one; and that the Forest officer should ordinarily be an officer of the Superior staff. He admits that in some of the minor forest districts or sub-divisions a well-trained and efficient Sub-Assistant might be sufficient; but he adds that the Department is so short-handed that there is a difficulty in finding even officers of this class, and that the result has been that in some cases two districts have been placed under one District Forest officer, and that in others a Sub-Assistant (in a recent instance, a very junior man), who would not otherwise have been selected for such a position, has had to take the place of a District Forest officer.

He considers that the extent to which Natives should be admitted to the Controlling grades entirely depends on their capacity to render efficient service in those grades; and inasmuch as this has yet to be proved, he thinks it impossible to say whether the larger admission of Natives to those grades would conduce to true economy. He points out that the Government has recognized its duty to select the best material it could for the Department in the appointments it has made of three foreigners—Sir D. Brandis, Dr. Schlich and Mr. Ribbentrop—in preference to Englishmen, and that these appointments have fully justified the policy pursued; and he professes himself unable to recognize any right on the part of Natives to employment in the Department simply on the ground that they are Natives, or are educated, or are of good family. If, however, Natives are better or as well qualified as Englishmen, he considers that they should certainly be employed; but until this has been proved, he suggests that the introduction of Natives into a body of trained officers should be a gradual and tentative measure, and that every precaution should be taken against lowering the standard of efficiency. He observes that in comparing the qualifications of Natives and Englishmen certain race characteristics cannot be left out of account, and that it is in respect of these characteristics that he conceives that the Englishman is likely to make a better Forest officer, as he is a better explorer, pioneer, or colonist than the Native. Speaking from his knowledge of educated Native gentlemen who had proceeded to England for study, he deems them totally unsuited for forest work, though intellectually he allowed that they had few superiors. He calls attention to the circumstance that while Natives have proceeded to England for pleasure or on business, to study Law and Medicine, or to qualify for the Indian Civil Service, but few have attempted to enter the Forest Department. He thinks it probable that the pay and prospects are not considered worth the trouble and expense of the journey, but he believes that if there had been any important number of Native gentlemen anxious to enter the service, they would ere this have made the venture. He expresses his doubt whether in the Madras Presidency there is a single Native gentleman who cares to take service in the Forest Department, or who, even if the best training were provided at Dehra Dun, would proceed thither any more than to England to obtain it. He believes that the educated upper classes of Southern India would not furnish a contingent of really efficient officers; that they would not accept appointments out of their own Presidency; that they are less robust than the average Englishman, and cannot compare with him for endurance, while they have no real liking for the wild rough life of the forests which most Forest officers readily acquire. He states that the Madras Forest Department is of too recent origin to have created a class of Natives capable of doing justice to promotion to the Controlling grades, and that among the older men he has never met one who was in any degree fitted for promotion to District Forest officer under present requirements.

With regard to the economy of employing Natives in the Department the Departmental Member conceives that if an English training were insisted on, Natives would probably claim, and in his opinion, be justly entitled to, the same pay as Europeans; and if an Indian training be provided, he considers it doubtful whether reduced pay would attract the right sort of men; while as the percentage of casualties and absentees would be greater among Natives than Europeans, it would be necessary to maintain a larger establishment.

Respecting the present conditions of service in the Department he expresses himself in accord with the trained officers, that the retention of the anomalous and invidious distinctions in the rules for retirement and pensions, as compared with the rules applicable to officers in other Departments, must operate more and more unfavorably as they become more widely known and understood. He also recommends such an alteration in the pension rules as may induce the senior untrained men to remain in the service no longer than is expedient. He states that the tone of the Executive staff would be improved by the creation of some higher-paid appointments in the Sub-Assistant Conservator's class, and that at present there are so few prizes for the Executive staff that it is hardly to be expected that the best men will be attracted to it.

As to the manner in which subordinates have hitherto acquitted themselves when placed

in positions of trust and responsibility, such as the charge of a district or an important sub-division, he states that he has known fifteen instances in which subordinate officers have held such or similar appointments; that of the men in whom this trust was reposed, three had disgraced themselves and been dismissed for malpractices, and that the case of a fourth was still under appeal; that these officers were Eurasians; that of four others, Europeans and Eurasians, two had died, one had retired, and the fourth was still in the service, but that none of them had proved a success; that of five others who had done very well, three were Eurasians, one a European—a Non-Commissioned officer—and the fifth a domiciled European; that one of these had died after having served for years as Assistant and Deputy Conservator; that two others are Sub-Assistant Conservators acting for District officers. He adds that with one exception all the men he had mentioned had entered the Department in quite subordinate appointments; that all were self-taught and rose by merit; that of the remaining two who were also self-taught one was a Mahomedan and the other a Hindu; that both had served as District Forest officers, and that the former is now acting as Assistant Conservator. He considers the Mahomedan the better man of the two; that he has rendered steady good practical service throughout his career, but that he is not up to the mark of the present day in professional knowledge.

In 1885 the Director of Public Instruction raised the question as to the desirability of establishing a Forest class at the Agricultural College at Saidápet. His proposal was laid before the Board of Revenue, who consulted the Conservators of the Northern and Southern Divisions.

Colonel Campbell Walker, regarding the proposal as limited to the education of Foresters and Forest Rangers, who might in time be promoted to Sub-Assistant Conservatorships, expressed himself as opposed to it. He admitted that little real progress would be made in Forestry until the Department had obtained a staff of trained Forest Rangers; that an efficient Ranger must be able not only to carry out instructions, but to originate measures for the protection, improvement, and better management of the forests in his charge; and that to do so he must possess not only a knowledge of practical Forestry in all its branches, but also some knowledge of physical science, of land tenures and forest law, and some skill in surveying and engineering.

He allowed that a lad might, after obtaining some practical experience in the forests, with benefit attend lectures in the physical sciences and study surveying, &c., at the Agricultural College, and he also admitted that lads from the Southern Districts would more readily go to Saidápet than to a greater distance for instruction; but he considered that the surroundings of Saidápet were not calculated to imbue a young man with the practical experience of Forestry required in a Forester, while the climate and associations were not such as to engender energy and self-reliance. He regarded it as essential that theory and practice should go hand in hand in the instruction of Rangers; that a candidate should be amongst forest surroundings, and that his powers of observation and pride in his profession should be stimulated. He stated that he understood the Director of Public Instruction to suggest that the Forest students should spend a portion of the year in the forests with the Professor, a Forest officer; but he doubted whether this would prove sufficient, and he added that there is not now, nor is it likely that there would be for many years, a Forest officer available. He pointed out that, on the other hand, there were at the Forest School at Dehra Dun not only the advantages of forest surroundings, on which he laid so much stress, but the best staff of Forest officers that could be procured as Professors. He considered that the mere circumstances of travel, intimacy with officers from other parts of India, and the healthy spirit of emulation engendered at the Forest School, tended to enlarge the students' minds, to develop their powers of observation, and to foster a feeling of self-respect and pride in their profession which could not fail to be beneficial. He stated that he then had several students of the Agricultural College as Rangers (on probation) and as Foresters, but that, while he found them fairly intelligent and well conducted, they were lamentably wanting when called on to survey, plot, or perform any such work as they were supposed to have learnt at the College, whilst they had no idea of observing or acting for themselves.

Mr. Gamble considered that for the training of Rangers and Sub-Assistants the Department had the very best institution possible in the Imperial Forest School at Dehra Dun. He observed that the only objection that could be taken to it was its distance from Madras, but that considerations of distance did not prevent students from attending it from Burma, Assam, and parts of the Lower Provinces of Bengal, and that, in proceeding to a distant Imperial School, the students are brought into contact with men of other races and Provinces, and in every way experience a change of association whereby they gain to some

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extent those qualities which Madrasis mostly lacked—self-reliance, energy, and resource. He pointed out that the Forest School at Dehra Dun possesses the best staff of teachers of Forestry it is possible to bring together in India; that in the forests surrounding it it has types of various kinds suitable for teaching, while the forests in its immediate neighbourhood and in the Suvaliks contain trees of almost the same species as are found in the deciduous forests of Madras; and he expressed his conviction that it would be in the highest degree a retrograde step to abandon the system of sending Madras students to Dehra Dun.

With regard to Foresters he admitted that the better prospects contingent on employment in the Revenue Department impede the Forest Department from obtaining the services of the most intelligent men of the classes from which they were drawn, but inasmuch as in the case of these men theoretical instruction must, to be of any good, be preceded by some years of experience, he thought it advisable that the existing system should be maintained, that the men should be first employed on practical work in the forests, and that such as showed capacity and intelligence by passing the departmental tests should be sent to Dehra Dun for a course of two years' instruction.

The Board of Revenue recorded its opinion that the grounds on which the Conservators condemned the proposal were unanswerable and advocated the maintenance of the existing arrangements.

The Sub-Committee examined five witnesses at Madras.

Mr. Cherry, Deputy Conservator, stated that having studied Botany and Chemistry at a Science School, he had originally come to India to manage the estates of some relations, and had been largely concerned in looking after plantations when he obtained an appointment in the Forest Department. He mentioned that the district of which he held charge comprised 7,500 square miles; that in this area it is his duty to protect and enforce complicated rules over 2,500 square miles of scattered forests and 3,000 square miles of other land at the disposal of the Government; that he has the special care and direct working of 122 scattered reserves averaging upwards of 5,000 acres and aggregating 646,000; that his forests are divided into nine ranges, covering each about 800 square miles of area and containing each about 300 square miles of forest; that for his present work, which consists chiefly of general protection, collection of revenue, settlement, demarcation, surveys and division of forest reserves into blocks and compartments for working plans, he requires one Ranger for each range or more than double the number assigned to him, and that in his judgment one Ranger would eventually be required for every 50 square miles of forest reserve. He stated that it is, however, to the Forester class that he thought a very large increase must be made as soon as working plans are introduced providing for systematic fellings, improvements, cuttings and other cultural operations in each year, and that a resident Forester to each 5,000 acres would be required when these operations are undertaken. Looking to the importance of the duties, he desired to see the pay of Foresters raised to ₹100 so as to attract both the better class of Natives and Europeans to take service in these grades.

He professed that he saw no advantage in retaining the grade of Sub-Assistant Conservator, but he proposed that the pay of Rangers in the highest grade should be raised to ₹250, the pay sanctioned for Sub-Assistant Conservators in the highest grade by the Government of India; and that the Subordinate staff should conclude its service and the Superior staff commence its service in the Assistant Conservator class, with salaries in the highest grade of ₹450, opportunity being at the same time given to any officer of the Subordinate staff to qualify for entrance to the Superior.

Mr. Cherry was of opinion that Assistant Conservators should commence their service in an Executive post, and that, if placed in control, their charge should be limited to a sub-division of a district. He would reserve the control of an entire district for Deputy Conservators. While he declared himself adverse to debar any class from qualifying for the Controlling staff, and admitted that he had had no experience of Natives as Controlling officers, he expressed his conviction that few Natives would be found who would care to qualify, and that they would sooner serve in any other Department on even less pay, with the exception of some Mahomedans and Eurasians, among whom he had found a few who were not afraid of a forest life and could endure its hardships. His experience of Natives is that they dislike jungle life and have been brought up to dread forest tracts; that they have a distaste for hard manual labor, the exposure to and changes of climate, the loneliness and discomforts of forest life, the separation from town and from kith and kin, the interruption of social and caste customs, and the risks of accidents and illness; and he added that the Natives have not the resources of occupation, of love of sport or wild scenery, or of the study of the animal and vegetable kingdoms that help to make the life bearable and even pleasant to an educated Englishman. He maintained also that, as a rule,

Natives have not the requisite physique and cannot stand exercise in the sun even as well as a European.

Mr. Cherry mentioned that, as an Executive officer, a Forester has to live in, or constantly camp in, or move about his forests, personally directing operations in protection, demarcation, clearing of lines, cultural operations, fire-tracing, felling and conversion of trees, seasoning and removal of timber, collection of minor products, construction of roads, bridges and buildings, management of machinery and live-stock, and generally to carry out the annual plan of operations decided upon.

He stated that a Range officer's duties are very similar, but on a larger scale entailing more travelling, and that he would, in addition, have a large establishment under him and the check and adjustment of the revenue and expenditure in his range. He observed that the low pay of the Executive branch at present closes it to the better class of Europeans, which he thought was to be regretted as they might possibly prove to be better men for the work than the best Natives, and in many cases are absolutely necessary. He pointed out that the ordinary work in a forest is not dissimilar to that on a coffee or cinchona estate, and he observed that few owners of private estates would not prefer a European for the work to a Native superintendent.

He advocated the grant of more favorable leave rules and the substitution of a graduated scale of pensions to commence after ten years' service. He considered that a distinction might well be made in the pay of Natives and Europeans even when they are employed in the same grades.

He characterised the Dehra Dun Forest School as an admirable institution and likely to do much good. He mentioned that he had selected and sent up five men who had all done well in the school, and of whom three had returned; and although he had had too short experience of the returned men to speak conclusively, he considered that the school had certainly improved their knowledge of forest work, while, owing to their contact with Europeans and others at the school, their style of dress and habits were better fitted for forest life, and they had acquired a greater interest in their work. He stated that he would have preferred to see the school nearer Madras, and that if the expense of establishing a school at Madras is too great, he thought that a branch of the Department, entirely devoted to surveys and working-plans, might with advantage be organized for the Presidency, to which a certain number of reserve subordinates should be attached, either to undergo a preliminary training before proceeding to the Dehra Dun School, or, on their return, to be instructed in the application of the training of the school to particular local needs.

Allowing that it might be advantageous to send officers of the Controlling grades, on their first arrival in India, to the Dehra Dun School in order that they may become acquainted with the class of men who would work under them, and learn the vernaculars and how to apply their professional knowledge to the circumstances of the country, he believed that Controlling officers for many years to come must, and could only, get their forest training in Europe.

He stated that he had had experience of only two subordinates who had been placed in the position of District Forest officer; that one of them had been an efficient man, but had succumbed to temptation when placed in independent charge and been convicted of embezzlement on a large scale; that the other, a Mahomedan, was an honest, painstaking man, but dull and slow at his work; that his chief experience had been of subordinates in the Forester and Ranger classes; that he had found Natives as subordinates in many respects very useful, but that he had been unable to repose entire confidence in them when placed in positions of trust and responsibility; and that they were inclined as far as possible to shirk actual forest work. In support of his opinion he mentioned that having, during the last two years, been largely engaged in the demarcation of reserved boundaries—a work requiring honesty, discretion and hard labour—he had found it necessary to do nearly all the work (about 300 miles) himself. He admitted that there are Natives to whom his remarks would not apply, and he thought it fair to add that subordinates in this Department are exposed to unusual temptations, that they are placed in an exceptional position, and that many of them had been selected without any educational qualification, but that a better educated class was now applying for employment. He mentioned that he had only two B.A.'s in his division, both of whom are employed in the office, and are good and useful men, but that neither of them would accept a field appointment when it was offered to them.

He stated that he had had a good deal of experience of private forests in the hands of Natives; that as a rule the owners hardly ever visited them or knew their limits and area; that the work is done by contractors; and that the sole object of the owners is to get the largest and quickest returns without any thought of the future.

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In answer to Mr. Ramaswami Mudaliyar he stated that one of the men serving under him, who had been trained at Dehra Dun, is a Brahman and the other a domiciled European.

Colonel Campbell Walker stated that before his appointment to the Department in 1865 he had studied Forestry in Germany for six months; that he had taken notes of the system of training in that country and made reports on it to the Secretary of State, under whose instructions his reports had been published. He added that he had served for 23 years in the Forest Department in India; that he had been selected by the Government of India for service in New Zealand as Conservator of State Forests, and had received the thanks of that Government for his services and report.

He disclaimed any bias in favor of trained or untrained officers or of Europeans as distinct from Natives. He expressed his entire concurrence in the views of Mr. Ribbentrop as to the recruitment of the Forest Service. He considered that the Government requires a very high standard of officers both in the Controlling and Executive grades, and should endeavour to obtain the best men at the cheapest price irrespective of nationality or race distinctions. *Cæteris paribus* he would give the preference to Natives of India, whether they were Europeans born and domiciled in India, Eurasians or pure Natives. He regarded the present system of recruiting the Controlling grades in England as calculated to secure the best men available, though he expressed some doubt as to the expediency of the transfer of the training from the Continent to Cooper's Hill, where there is no atmosphere of Forestry. He was inclined to think that the pay and prospects of the officers would require improvement in order to secure in the future men of the stamp of those already in the Department; and he suggested that the age limit for entrance might be increased, the initial salaries augmented and more posts created with emoluments of R1,000 and upwards. He considered it necessary that the conditions of service in the subordinate grades should be improved; that there should be more prizes in the shape of subordinate appointments in the Sub-Assistant Conservator class, and that the maximum pay of that class should be raised to R400.

He advocated the eligibility of Natives for the Controlling grades, provided they possess the necessary qualifications, physical and mental, and have undergone a proper course of instruction, which, in his judgment, could not at present be obtained in India. He expressed himself doubtful whether the employment of Natives in the Controlling staff would result in any great economy; for he believed that suitable Natives would expect and could properly command no less salaries than are paid to the present European staff. He declared that he was not himself acquainted at present with any Natives fitted to hold Controlling posts. With regard to the two classes of upper subordinate officers, the self-taught and the trained, he mentioned a Mahomedan gentleman as an excellent example of the former. He stated that this officer has filled several positions of trust and responsibility as District Forest officer and Sub-divisional officer most creditably, but that he is ignorant of professional Forestry; and the same remark applies, in his opinion, to other untrained officers of the staff. Of the trained officers he mentioned with some approbation a Hindu, formerly a student at the Agricultural College in Madras and the holder of a certificate from the Forest School at Dehra Dun, but he pronounced him quite incompetent for the charge of a Forest Division. He added that another officer, a domiciled European, who is well educated and respectably connected, and has also passed with distinction at the Forest School, had failed when placed in charge of a sub-division. With every desire to further the greater employment of Natives in the Department, he expressed himself constrained to pronounce it impracticable at present. He observed that, with rare exceptions, Natives would never enter the Forest Department if they could obtain in other Departments anything like the salaries offered them in the former; and that this disinclination was especially manifest in Hindus, whose social training and habits, religious scruples, and family ties are incompatible with life in a jungle. On the other hand, he was convinced that the salaries and prospects in the Department are not sufficient to attract and retain Europeans of the class and education required, and it appeared to him that the best classes to recruit from would be Mahomedans and Eurasians, though the former are unfortunately wanting in education, and the latter have often disappointed him. He mentioned that he had repeatedly applied to a Mahomedan officer in the Department to find him one of his co-religionists whom he could conscientiously recommend for a Ranger's or Forester's post, but without success. Of Eurasians he considered the failings to be, that they are averse to manual labour, are not familiar with or respected by the people, are as often deceived as regards rates of labour and prices as non-domiciled Europeans, and are frequently as physically weak and as much disinclined to a forest life as Natives. He stated that he did not despair of creating in time a class of Foresters from among the races resident in India, but he desired to emphasize the fact that

such a class does not at present exist in Southern India, and he stated that it is difficult to find even Forest Guards who will live in the forests and do forest work.

He anticipated that in time a large field of employment would be open to Natives of good general education and special professional training, not only in the State Department, but also in the management of communal and private forests.

He agreed with Sir D. Brandis that the staff of Rangers must be largely increased. He mentioned that there were at present eighteen Madrasi students attending the Forest School, of whom a large percentage were Hindus; that nine Hindus had already qualified as certificated Rangers; and that one Mahomedan had attended the school, but had obtained only a Forester's certificate.

Allusion having been made by witnesses examined elsewhere to the Native administration of forests in Mysore, Colonel Campbell Walker was examined on this point.

He stated that as far as his observations allowed him to form an opinion, the forests of that State had deteriorated very considerably since its rendition; that his observations had been confirmed by information he had received from the Dewan and other officers in the service of the Maharajah; that a European Inspector-General of Forests had recently been appointed; that three Brahman B.A.s with Forest Rangers' certificates had been deputed to assist him; and that, on the whole, it might be said that the attempt to administer the forests by an untrained or non-official agency, European or Native, had failed.

Mr. E. D. M. Hooper, who obtained his appointment by competition in 1871 and had been trained at Nancy, was of opinion that the Controlling staff must continue to be recruited, as at present, by Europeans trained in Europe; but that instances of exceptional merit among trained Native Rangers might be rewarded by promotion to a Controlling post. He, however, considered that it would be necessary to make such an exceptional appointment only after the Native officer had undergone a careful probation as a Sub-divisional officer under more than one District Forest officer, and above all, that he should never, in his new position, be brought into contact with either the people or subordinates with whom he had associated as Ranger.

Mr. Hooper stated that he did not at present know any Forest subordinate who could carry on successfully the work of a District Forest officer. He asserted that the objects of Forest Conservancy are unknown to the majority of the subordinate establishment as well as to the general Native public; that it is regarded as an interference with the customary rights of the Native population for the purpose of raising a revenue subsidiary to the Land revenue, and that the Forest officer is looked upon as a public enemy; consequently he observed that in many districts a Forest officer has to carry on his work not only without the assistance, but also in face of the passive opposition of Subordinate Revenue officers, and that therefore he needs something more than mere intellectual qualities if his work is not to be barren of all good result beyond the revenue yielded by the forests in his charge. He also pointed out that the Forest officer could allow his forests to be neglected without the neglect being apparent to the Government for a considerable time. He stated that the Forest officer, as technical adviser of the Collector of the district, has to show tact and discretion to carry through a continuous forest policy, however much the views of succeeding Collectors might vary; that it is necessary that he should give no halting advice, and, above all, should not hesitate to support by argument measures which he considers important; that, on the other hand, a Forest officer has to turn a deaf ear to applications for favors from all classes of men, of whom some do not scruple to offer material advantages in return for a little blindness to the interests of the Government.

The position of a Forest officer in charge of a district being beset with such difficulties,—while he did not apprehend that there was any danger of absolute dishonesty on the part of Rangers of good education, whose self-respect and *esprit de corps* had been cultivated at the Forest School—Mr. Hooper considered that there were very strong objections at present to the employment of a Native District Forest officer except under very exceptional circumstances. Entertaining the views he had expressed, he professed himself unable to support the proposal that the course of studies at Dehra Dun should be extended with a view to train Natives as District Forest officers; but inasmuch as at present the recruits are rarely of a class that has passed beyond the Middle School examination test, he recommended that the educational qualification for admission to the school should be raised. He stated that the men who apply for employment, are, with very few exceptions, prompted to do so from failure to find it elsewhere, and that young men preferred a permanent post on R20 in a Collector's office to that of a Forest Ranger on R50.

He stated that he had on one occasion succeeded a Ranger who had been temporarily in charge of a district, and that his predecessor's fear of responsibility had exposed the Government

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to litigation. He added, however, that he had known in Upper India a Native Forest officer, a Mahomedan, whose administration was successful, and who had speedily risen to a Conservatorship, but that the charge which he held was not a difficult one.

Shaik Mahomed Ali stated that he had originally served as Regimental Munshi, that he had subsequently entered the Forest Department when about 20 years of age, and that he had held charge of five different districts, in which at the time the principal work carried on had been the cutting and disposal of timber, and, to a limited extent, sowing.

He considered that the Controlling grades could not at present be wholly recruited in India, and he stated that having been asked to name gentlemen of his own race for appointment to the Forest Service, he had experienced a difficulty in finding men of fair education combined with a sufficient knowledge of Forestry and power to control a large district. He stated that Mahomedans take readily to forest life and have no distaste for out-door pursuits. He advocated the promotion of Subordinates to the Controlling grade in exceptional cases. He mentioned that Europeans and Eurasians had served under him in Coimbatore, South Arcot and Canara; that they were fairly educated men and fairly good Forest officers, but not sufficiently so to be fit for Controlling appointments. He was of opinion that men who have undergone training at the Dehra Dun School are superior to those who have not done so.

Mr. Gurunatha Pillai, a Native of Jaffna in Ceylon, stated that he had attended the Forest School at Dehra and obtained a Ranger's certificate; that he had held for a month charge of a working district; and that he had been employed on special duty in valuing forests in Coimbatore and in collecting information for making working plans. He considered that the scientific training given at Dehra Dun had a practical value; and that a man could not be an efficient Ranger without some scientific instruction. He thought that the pay of the Subordinate staff is too low considering the temptations to which they are exposed, and that, by increasing the pay, a better class of men would be obtained. He mentioned that before proceeding to Dehra Dun he had attended for three years the Saidápet College of Agriculture, where he had been instructed in Chemistry, Botany, Surveying and practical Agriculture; that four or five of his fellow-students at the Agricultural College had entered the Forest Department, and that one of them was a Native Christian, another a Brahman, and one or two were Eurasians.

He complained that the length of service required for pension is unreasonable, if regard be had to the arduous character of employment in the Forest Department.

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The Forest Department in the Presidency of Bombay is charged with the administration of the forests not only in the Presidency proper, but also in the Province of Sind.

The Controlling Staff in the Bombay Presidency (including Sind) consists of a Conservator of the 1st grade, a Conservator of the 2nd grade, a Conservator of the 3rd grade, two Deputy Conservators of the 1st grade, three Deputy Conservators of the 2nd grade, four Deputy Conservators of the 3rd grade, seven Deputy Conservators of the 4th grade, five Assistant Conservators of the 1st grade, and five Assistant Conservators of the 2nd and 3rd grades on R350 and R250 respectively.

With the exception of a Deputy Conservator in the 2nd grade—Mr. Desai, a Parsi, who obtained his appointment by competition and was trained in Europe—all the Conservators and Deputy Conservators are non-domiciled Europeans. Of the Assistant Conservators of the 1st grade, four are non-domiciled Europeans and one is a domiciled European. Of the five appointments in the 2nd and 3rd grades of Assistant Conservator, two were held at the time of the enquiry by non-domiciled Europeans, two by domiciled Europeans, and one was vacant.

In the Executive Staff there are three appointments of Sub-Assistant Conservators of the 1st grade on R100, held by a non-domiciled European, a Eurasian, and a Hindu respectively; four of Sub-Assistant Conservators of the 2nd grade on R175, all of which are held by Hindus; and six of Sub-Assistant Conservators of the 3rd grade on R150, held respectively by a non-domiciled European, a domiciled European, a Eurasian, two Hindus, and a Parsi. There are five appointments of Rangers on R100, of which two are held by non-domiciled Europeans, one by a Hindu, and two by Mahomedans. No other officers in the Department in the Bombay Presidency, whose duties are not clerical, receive salaries amounting to R100.

The salaries of Rangers in the lower grades are R50, 60 and 80; the salaries of Foresters are R20, 30 and 40; the salaries of Forest Guards are R7, 8, 9, 10, 12 and 15.

Appointments to the Controlling Staff are made by the Secretary of State from candidates who have succeeded in the competitive examination and have undergone training in Europe, and when these officers are not available to fill existing vacancies, the appointments are given by His Excellency the Governor, with the sanction of the Secretary of State, to Sub-Assistant

Conservators of special merit and of not less than five years' service in that class. When no candidates were available from either of these sources, appointments were made of gentlemen who had received no special training, but it is understood that such appointments have been discontinued.

The following table shows the number of trained and untrained officers now holding posts on the Controlling Staff:—

—	Conservators.	Deputies.	Assistants.	Total.
Appointed by the Secretary of State . . .	1	9	6	16
Appointed by the Local Government . . .	2	6	...	8
Promoted from the Sub-Assistant grade . . .	...	1	4	5
Total .	3	16	10	29

Officers appointed to the Controlling grades are required to pass prescribed examinations in the Vernacular languages, in Land Revenue systems, and in Forest Law. Priority in passing these examinations regulates promotion, temporary and permanent, up to and including the fourth or lowest grade of Deputy Conservator. On entering that grade officers take their places according to the date of their original appointment to the class of Assistant Conservator, and thereafter promotion is regulated by practical efficiency. The Departmental Member takes objection to these rules in so far as promotion is regulated by priority in passing the prescribed examinations, as he considers that it gives an undue advantage to officers appointed in this country over officers trained in England.

Vacancies in the class of Sub-Assistant Conservators are filled by His Excellency the Governor in Council—(1) by selection, at the instance of the Conservator, of deserving officers in the Ranger grades, the Protective staff, or the Office establishments; (2) by the appointment of students who have obtained the degree of L.C.E. at the College of Science, Poona, having taken up Botany as one of the special subjects; (3) by the appointment of other persons, the sons of officers, &c., who may be recommended as qualified.

On first appointment to the class of Sub-Assistants, an officer is posted to the lowest grade and is not confirmed in his appointment until he has passed an examination in the vernacular of the district in which he is serving and in Surveying. Promotion to the higher grades of this class is regulated by seniority.

Sub-Assistants frequently hold charge of Forest Divisions for short periods when no officer of the Controlling staff is available.

The Conservators appoint Forest Rangers ordinarily by the promotion of Foresters, seniority and merit being taken into consideration; but in rare and exceptional cases these appointments are conferred on candidates for employment in the Forest Department. Foresters are also appointed by the Conservators either by the promotion of deserving Forest Guards or by selection from students who have attended the Forest Class at the College of Science, Poona, and have obtained certificates. In exceptional cases appointments are also made of outsiders who seek employment in the Department. The appointments and promotions of Forest Guards to the highest grade are made by the Conservator, and below that grade by the Divisional Forest officer. It is stated that, as a rule, Forest Guards appointed to the grade receiving salaries at the rate of R10 are able to read and write.

The leave and pension rules for officers of the Forest Department in the Presidency of Bombay are similar to those which apply to officers of the several classes employed in the Department in the territories under the administration of the Government of India. The Departmental Member urges that the furlough and pension rules applicable to the officers recruited by a competitive examination in England should be identical with those prescribed for similarly trained officers in the Public Works and Telegraph Departments, and that the Forest officers recruited in England should be admitted to a provident fund on the same terms as the other officers with whom they have been educated.

The pay of the highest grade of Sub-Assistant Conservators in territories administered by the Government of India is R250, and that of the highest grade of Rangers is R120; in the Bombay Presidency, Sub-Assistant Conservators in the highest grade receive only R200 and Rangers in the highest grade only R100. The Departmental Member urges that this inequality should be remedied. He points out that the cost of living in the Bombay Presidency is, if anything, higher, while the importance of attracting efficient men to the Department is not less, than it is elsewhere.

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As to the respective qualifications of the several classes who seek employment in the Department, the Departmental Member, speaking from an experience of 21 years in the service, testifies to the efficiency of the officers trained in Germany or France. He deprecates the appointment to the Controlling staff of any officers who have not received such training, and is opposed not only to any direct appointments to that staff being made in India, but to the promotion to it of Sub-Assistant Conservators. While he allows that he sees no reason for debarring Natives of suitable physique and with the requisite qualifications from employment in the highest posts in the Department, he insists that they should enter the Controlling branch, in the same manner as two gentlemen from the Bombay Presidency—Mr. Desai and Mr. Fernandez—have done, by competition followed by special training in Europe.

He attaches much importance to the technical training of the Executive staff. It may be mentioned that in the College of Science at Poona a Forest class was formed in 1879 which provides a special course of instruction extending over two years, and that an officer of the Forest Department is from time to time deputed to deliver a course of lectures to the class. The Departmental Member admits that the College has turned out a few good men, but he considers that the School at Dehra Dun possesses many advantages, inasmuch as it is in the immediate neighbourhood of forests under the management of the Department and the instruction there given is confined to Forestry and cognate subjects, and competent officers are always attached to the School to attend to the instruction of students not only in the class-rooms but also in the forests. He mentions that there are excellent men among the Sub-Assistant Conservators, and that some have given satisfaction when holding divisional charges, but that as a class they are not sufficiently active and are greatly wanting in influence.

He advises that the Executive Staff should be recruited only from Eurasians and Natives, except when it is necessary to secure the services of a Mechanical Engineer.

He inclines to think that some technical training should be insisted on as a qualification for admission to the Forester class, and he mentions that, owing to the insufficiency of the number of Rangers, four out of five Ranges will be found in charge of Foresters.

In the note forwarded by the Government of Bombay, it is observed that all classes of the community seek employment in the Department, and that, for the discharge of the duties of Sub-Assistant Conservators, the comparative efficiency of each class ranks in the following order—(1) Europeans, (2) Eurasians and Parsis, (3) Mahomedans. It is added that although of the classes who take service in the Department, Hindus are as a rule better educated than Mahomedans, their habits of life, their caste regulations, and their physical powers unfit them to perform as efficiently as Mahomedans the hard work required of an officer on the Executive Staff, and to resist as successfully the malarial attacks to which such an officer is exposed.

It is also stated that the Protective Staff is mainly composed of Hindus and Mahomedans, the salaries of Rangers and Foresters being insufficient to attract Europeans and Parsis; that Mahomedans are somewhat superior to Marathas in intelligence, and that both these classes are more efficient for forest work than Brahmans and Parbhus, as the latter are hampered by their caste regulations, are more habituated to sedentary life, and are wanting in physique; but it is added that there have been Brahmans of active habits on the Protective Staff, and that in these exceptional cases their better education and superior intelligence make them especially valuable for important executive charges.

The Sub-Committee examined two witnesses at Bombay and five at Poona.—Mr. Hight, Deputy Conservator, stated that he entered the Department in 1872, having gained his appointment at an examination at which about eighty candidates presented themselves to compete for eleven appointments, whereas in 1886 the number of candidates was only double the number of vacancies to be filled. Mr. Hight considered the Service unattractive owing to the low scale of pensions and the paucity of prizes in the superior grades.

Mr. Hight mentioned that he had received his forest training in Hanover and Thuringhia. He considered that if it is desired that the forests of India should be managed in a manner that is calculated to produce the best financial results, the officers of the Department must receive training. Admitting the excellence of the teaching obtainable at Cooper's Hill, he doubted its sufficiency by reason of the absence of forests in which the principles learned in the study might be at once observed and verified or applied out of doors. He maintained that sowing and planting might be studied advantageously in Scotland, but that Forestry in its largest sense is unknown there; and that although trips to Continental forests may be very interesting, it is open to question whether much solid knowledge could be gained by a hurried visit to them. He recommended that the successful candidates should be sent for training to Germany, because Germans are not only excellent Foresters, but have the gift of teaching in a very high degree;

that the candidates should be placed under the charge of an officer who combines an acquaintance with Continental Forestry with long experience in India, and who might point out to them in what respects the system they observed in Germany is suitable to Indian conditions, and in what respects it requires modification, and generally so direct their studies as to secure the best results for service in India. He advised that the candidates should be accredited to some Oberförster, but should provide their own board and lodging, and he recommended that they should secure as their private tutor a German Forester who had recently passed his examinations. Having detailed the subjects of which he regarded the study as essential to the efficiency of a professional Forester, Mr. Hight stated that while acquaintance with the Natural Sciences is desirable for all Forest officers, he would prefer to encourage individuals to make a special study of one or more of them—Botany, Geology, Chemistry, Zoology and Entomology—rather than insist upon all being thoroughly versed in them, and that he would postpone the study of the vernaculars until the officers came to India. He combated the objection that a knowledge of Forestry gained in Europe would be of little value in India, and maintained that the difference of conditions is more imaginary than real, and that many similar problems present themselves to Indian and to German Foresters, having regard to the more advanced state of forest conservancy in Germany.

He expressed himself as decidedly opposed to the employment of Native agency in the Controlling grades. He observed that it is the duty of Government not to find employment for its subjects, but to find the most efficient officers for administering its affairs, and that it should consequently employ both Natives and Europeans in the posts which they are respectively best qualified to fill. He dwelt on the importance of the position of a Forest officer and the influence for good or bad which he is able to exert in a district. He pointed out that each Divisional officer has under him a large number of subordinates scattered over the division, who are brought into close contact with the people and armed with considerable powers, and he appealed to the experience of his brother officers as to the mischief that could be worked by an unscrupulous Forest Guard. To keep these subordinates in control he insisted that firmness, judgment and tact were essential, and that in these qualities Natives are usually deficient. He asserted that Natives are liable to be deceived by their subordinates, are unwilling to act decisively or to undertake responsibility and are unable to maintain discipline, and he stated that in his experience, whenever a Native had held charge of a district, the subordinates had got out of hand with mischievous results. He allowed that his remarks were confined to Natives whom he had met in the Forest Department in the Bombay Presidency, and stated that he did not consider the defects he had mentioned would be overcome by a training in Europe. He admitted that cases of extortion occur with frequency even in divisions supervised by European officers, but he maintained that a European would be better able to check such offences than a Native. He deprecated the employment of untrained with trained officers in the higher grades, and gave it as his opinion that efficient training for the higher grades could not be obtained in India, because there are as yet no forests in India to which scientific treatment has been applied to a sufficient extent to afford a school for training, and because of the want of Professors.

In the Subordinate Staff, Mr. Hight contended that honesty and general capacity are almost more necessary than special knowledge. He pointed out that whereas one Range might comprise valuable and extensive forests in which Foresters with a certain amount of knowledge would be required and well worth paying for, in another nothing might be found but scrub jungle in which no operations but those of the simplest kind, such as protection from cattle and a little sowing, would be undertaken for a considerable time, and that charge of the latter might be held by men promoted from Forest Guards; and he insisted that this distinction should be recognized in assigning the different charges to trained and untrained men.

Mr. W. A. Talbot, Deputy Conservator, who obtained his appointment at an examination held in 1873 when twenty-five candidates competed for two vacancies, and had subsequently been trained at Nancy and Kew and who had made Botany his special study, spoke favorably of the Native Foresters who had worked under him. He stated that he had had some men who were excellent Rangers, quite trustworthy and honest, but that they were ignorant of English. He mentioned that one of them was a Mahomedan Inamdar, a Syad. He also stated that a Native Sub-Assistant had done his work very well, and had occasionally held charge of a Division when officers went on leave, but that he is not, in his judgment, a man of sufficient education or position to be put in charge of an important division for any length of time. He gave it as his opinion that a European training is at present absolutely necessary to qualify an officer for the Controlling grade, and that a suitable training cannot be obtained in India.

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Mr. Talbot attributed the diminution in the number of English candidates for Forest appointments to the circumstance that it had become known that a number of appointments were given away in India and some of them to men who had failed at the examination in England. In a note prepared by him Mr. Talbot admitted that untrained men had been appointed directly to the Controlling Staff often for the reason that the supply of trained men was not sufficient, and that no appointments of that class had been made for five or six years. But he mentioned that another class of untrained men had been promoted from Sub-Assistant Conservators, and that these men had invariably been Europeans. (He did not mention whether or not they were Statutory Natives.) Mr. Talbot maintained that inasmuch as the forests in the Presidency are exceedingly valuable, only men properly trained should be put in charge of them, and that no person, either European or Native, who had not been trained in Europe, should be appointed to the Controlling Staff. He observed that promotion from the grade of Sub-Assistant Conservator excites considerable discontent, and that it could not be contended that men so promoted have the same technical knowledge as the men trained in Europe. He allowed that Natives appointed to the Ranger class from the School of Science at Poona are ambitious to enter the Superior Staff, but he considered that they were not qualified by education to work satisfactorily a Forest Division. He asserted that the principal obstacle which prevents Natives from proceeding to England for training is the expense; but he argued that the preliminary education in India is much cheaper than in England; and he thought it probable that the scarcity of competitors in 1885, when only twenty appeared for ten vacancies, is to be attributed in some measure to the expense of the training at Cooper's Hill.

He considered that Natives make excellent Rangers and Foresters, and he urged that the men who enter in the grades of Foresters or the lower grades of Rangers should be allowed to expect promotion to the grade of Sub-Assistant Conservator, from which he asserted that they are now practically debarred in that they are superseded by students of the Poona College of Science who are brought in by direct appointment to the higher grade of Ranger and to the grade of Sub-Assistant Conservator. He expressed the opinion that Natives only should be appointed to the Executive Staff with salaries graded from ₹50 to ₹200, and he observed that inasmuch as the efficient working of forests depends directly on Rangers, the claims of this class could not be too seriously considered.

Mr. Lachman Daji Joshi, Sub-Assistant Conservator, 2nd grade, stated that he had been appointed a Sub-Assistant Conservator after thirteen years' service in the Conservator's office, and that he desired to urge the claims of Native Sub-Assistant Conservators to promotion to the grade of Assistant Conservator. He complained that Europeans, after a service of one or two years, had been so promoted in supersession of Natives, of whom one had served in the grade of Sub-Assistant for twenty years, two for nine years, and the fourth for seven or eight years, and of whom one had acted as head of the Forest Department in two Native States, Kolhapur and Baroda. He admitted that this gentleman had reverted to the British service after he had been acquitted of certain charges brought against him in connection with his employment in Baroda. He allowed that a knowledge of English is necessary for an officer placed in charge of a Division, and that he himself had not such knowledge. He also admitted that the Europeans to whom he had referred were acquainted with the vernaculars. He stated that it is well known in the Department that there is a Forest School at Dehra Dun to which Natives may be sent, who would either receive their pay as officers or allowances as probationers, and that he was not aware that any Natives of the Bombay Presidency had applied for admission to that school.

Colonel Peyton, who attended the inquiry as Departmental Member, observed that the necessity for a training in Forestry is becoming more apparent daily, and that the Government would not have appointed any of the Europeans who had been named by the witness, if it had not been that the Department was at the time very short-handed.

Mr. Framji R. Desai, Deputy Conservator of Forests, a Parsi, stated that he had been sent to England at the age of 10 years to be educated for the Civil Service, but that, having noticed the first advertisement issued by the Secretary of State for candidates for the Forest Department, he had presented himself at the competitive examination and obtained an appointment; that after undergoing training at Nancy and Hagenau he had returned to India and been appointed to Sind, in which Province he now held a division of one hundred and twelve square miles in extent. Mr. Desai considered it necessary for the present to continue to educate the Controlling Staff in Europe, because of the absence of forests in which practical training could be imparted, and for the same reason he considered that it would be useless at present to increase the teaching staff of the Dehra Dun school to enable it to prepare officers for the higher grades. He attributed so much importance to the effect of a visit to England that he would hold the competitive examination only in that country, even though an Indian

candidate might proceed to that country only one month before the examination was held. While he would not insist on making long residence in England compulsory, he was persuaded that training in England is necessary to fit an officer for the Controlling Staff. He mentioned that Mahomedans and Hindu Sindis supply Foresters and Forest Guards; that Sub-Assistant Conservators are mainly recruited from the Sindi Amlah class, and that they do their work very fairly, but are not men of sufficient education to be promoted to the Controlling Staff.

Mr. Mahadev Ballal Nam Joshi, Schoolmaster, Poona, pointed out that the operation of the Resolution of 1879 is to open a door for the appointment of Europeans by allowing their employment when it is deemed necessary. He insisted that Natives have a right to complain that the examinations for the Controlling Staff are held in England. In answer to the objection that facilities for training do not exist in India, he argued that a knowledge of Indian Forestry is only acquired by the English candidates after they arrive in the country, and that, in like manner, Natives could obtain a preliminary knowledge of Forestry in India, and, having passed an examination in this country, might be sent to Germany or France to complete their training. He considered that it is the duty of the Government to establish institutions capable of imparting a theoretical knowledge of the sciences which are applied to Forestry. He admitted that the cost of a special institution might amount to ₹78,000, but he maintained that this expenditure would not only be economical, but profitable; that Natives would be willing to pay for their education, and that, when it was seen that the employment of trained Foresters was remunerative, their services would be sought not only by Government, but by merchants, zemindars, and other large proprietors.

The witness stated that he also wished to complain that no Native had as yet been appointed to the grade of Assistant Conservator, although it had been observed that they had on occasions discharged the duties of those appointments with credit. He mentioned the names of three Native Sub-Assistants who, he asserted, were deserving of promotion for this reason. He further complained that no less than thirteen Europeans had, since the date of the Resolution of 1879, been appointed to the grade of Assistant Conservator. He admitted that six of these appointments were of trained officers, and that he was unable to say whether the other persons appointed were or were not domiciled Europeans or Eurasians. But admitting that if they were Statutory Natives, the rule of 1879 had not been violated by their appointment, he complained that they had superseded Native Sub-Assistants who were equally, if not better, qualified.

Of the three Native gentlemen named by him, one was Mr. Lachman Daji Joshi, the witness who had allowed that he was unacquainted with English; one had been on two occasions deputed to Native States, who had not renewed his engagement; and the third had died.

The witness contended that appointments to the Assistant grade should be made alternately of Europeans trained in England and of Natives trained in the Sub-Assistant grade. He stated that the main objection to the appearance of Natives at a competitive examination in England is the expense entailed in proceeding thither; but he added that in the case of some Natives there is also the caste difficulty, and he insisted that no particular advantage is to be gained by requiring Natives to proceed to England.

Mr. R. C. Wroughton, Deputy Conservator, mentioned that he had obtained his appointment in 1869, when there were about one hundred candidates for eight vacancies, and that he had then been sent to France for training. He stated that he had had Native Sub-Assistants working under him, and that he could not say they did their work satisfactorily; that some had been very inefficient and some moderately good; that the present Sub-Assistant Conservators are almost useless by reason of their want of training; that they render a certain amount of aid in police matters and in maintaining discipline, but give him absolutely no professional assistance. He allowed that one Parsi from the Poona College of Science, who had not been forest-trained, but who was the best Native officer he had met, had rendered valuable assistance to the Divisional officer. He considered that the defect in the existing organization of the Department is that the educational standard is too low having regard to the technical knowledge required. He considered that this is owing to the circumstance that the pay in the lower grades is insufficient to attract men of better education.

Mr. Wroughton read a note to the Sub-Committee, in which he showed the additions which had been made to the staff of the Northern Circle in the Bombay Presidency, and that with every addition to the staff, although the net revenue had been temporarily affected, it had speedily recovered, and that a considerable profit was the result. He insisted that only men trained in Europe should be admitted to the Controlling Staff; for although he allowed that an Englishman might without a special training administer a division without making very egregious blunders, he denied that he could initiate an improvement until he had obtained an

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insight into scientific principles by study and experience. In other words, the witness observed that the Government would have to pay for his special education at the expense of the forests in his charge instead of receiving him ready-trained at his own expense. In order to avoid the appointment of untrained men, Mr. Wroughton urged that a sufficient number of trained men should be sent out to take charge of divisions and to officiate in such appointments as well as to provide a reserve of Assistants gaining experience in the peculiar conditions of Forest administration in the Presidency and a knowledge of the vernacular. Mr. Wroughton considered that the competition for the service had fallen off because the education is expensive, while the financial prospects offered are not large and the prizes few; because the Forest officers have been refused the concessions made to Engineer and Telegraph officers trained in England in the matter of pensions; and because the trained officers, on arrival in India, had found promotion blocked by the appointment locally of untrained men while they were undergoing their training. Mr. Wroughton stated that having attended the conference of Forest officers convened at Dehra Dun in 1886 to consider the arrangements of the Forest School there, he had been confirmed in the opinion that a satisfactory training could not be given at that institution for the higher grades. Confessing that he entertained a strong prejudice in favor of the training of Forest officers on the Continent, he expressed himself doubtful as to the result of substituting for that system a training at Cooper's Hill. He admitted that Cooper's Hill furnished what a Continental training did not, namely, a healthy English moral and physical education, which, if Natives offered themselves for the service, would perhaps be more important than the technical training, but he contended that practical instruction in Forestry can only be given efficiently when it is possible for a Professor to illustrate on the spot each detail of a system of culture by examples of its application under varying conditions. While he allowed that he would prefer that Natives should be debarred from the appointments of Divisional officers, he maintained that there should be only one door of admission to the Controlling grade, *i.e.*, by competition in England. At the same time he was of opinion that only exceptional Natives would succeed in the competition, and that few such Natives would attempt to enter the Department if other openings presented themselves, inasmuch as in it hard physical work is unavoidable.

Mr. Wroughton recommended that no man, who had not gone through the course and successfully passed the final examination at Dehra Dun, should be appointed to the Sub-Assistant grade. He admitted that he entertained a strong prejudice in favor of Europeans as Sub-Assistants (possibly because his experience had been limited to untrained men), and he considered the Europeans more active and less afraid of taking responsibility; but he insisted that both classes should be admitted only after going through the prescribed course at Dehra Dun, and, inasmuch as he would debar the Sub-Assistants from promotion to the Assistant grade, he pronounced it necessary that their prospects should be materially improved. He mentioned that at the conference at Dehra Dun it had been unanimously agreed to recommend that the pay of Sub-Assistants should run up to at least R400. He asserted that the time has arrived when a larger number of these officers is required and greater ability on their part to render intelligent assistance to the District Forest officer. For the grades of Rangers and Foresters, who, he stated, in his circle are all Natives and mainly Hindus of high caste, he recommended that a training at the Poona College should be insisted on as a qualification for promotion to any grade carrying a salary above R40, and that for the Forester grades there should be a qualifying examination following on a special vernacular course of instruction. He described the subordinates in his circle as being, when young, tolerably active and intelligent, but very imperfectly educated, unfitted by their caste rules for forest life, and rapidly succumbing to the hardships which their duties entailed on them. He also complained that they lack the moral influence of a superior education to enforce discipline among their subordinates and to command respect from their equals in other Departments.

Mr. Wroughton also made certain recommendations with regard to the Office and Accounts establishments, which it is unnecessary to notice except in so far as he advocated the complete separation of the Office and Executive establishments. He described the lectures delivered by a Departmental officer at the Poona College of Science as being a mere sketch of the subjects with which the students would have to deal when their practical work commenced. He stated that he had known one man educated at that College who had turned out an efficient Forest officer and done excellent work, but that another officer to whom Mr. Joshi had referred as having been superseded was not an officer whom he would put in charge of a division.

Mr. A. T. Shuttleworth, Conservator of Forests, stated that he had originally been appointed to the Indian Navy, and after that service had been abolished had joined the Forest Department. He expressed his preference for Europeans as Sub-Assistant Conservators because

they are more inclined to an out-door life; but he admitted that he had had efficient men, both Natives and Europeans, serving under him, and he specially referred to Mr. Mahajan, a Brahman, one of the gentlemen named by Mr. Joshi, as having been as good an officer as he could desire to have. He stated that this gentleman, who had recently died, was unacquainted with English, and, though most efficient as a Sub-Assistant, had failed when placed in charge of a division. He attributed his failure to his ignorance of English and to his lack of the necessary moral influence with Revenue officers. He mentioned that he had also had an excellent subordinate in the person of a Mahomedan from Ratnagiri, who had joined the Department on a salary of ₹8 and had risen at the time of his death to a post of ₹150. He added that he was not an educated man and could not have been promoted to the Controlling Staff, and that the two officers he had mentioned were the best who had served under him. He stated that he had received a few applications for employment in the Department from educated Natives—men who had taken the Engineer's degree at the College of Science, Poona—and he instanced a Parsi and a Bengali, whom he described as excellent officers. He mentioned that many Natives had passed through the Forest class into the Ranger grade; but that as the entrance examination was competitive, only Brahmans succeeded and Mahomedans had not a chance; that those who thus entered the Department were as a rule weakly men, and that one or two had died. He admitted that it is to a certain extent a hardship on men in the Ranger grade that outsiders should be appointed directly to the post of Sub-Assistant Conservator; but he asserted that the men appointed directly to the Sub-Assistant grade are better educated than those who had entered the Ranger grade through the Forest School. He maintained that it is necessary to recruit for the Controlling Staff entirely in England, because he did not think it possible that a professional education could be given in India, and that, if an open competition were held in India, the men obtained would be inferior in physique to those recruited in England. He explained that in such a competition he believed that Brahmans only would be successful. He objected to the holding of preliminary examinations in India for a certain number of the appointments, and also to simultaneous examinations in England and in India. He gave as his reason that Forest officers should receive an education at a public school in England, inasmuch as they often have to hold their own against the Collector, Commissioner, and even the Government.

Looking to the advance which Natives had made in physique, he anticipated that the time would come when they would be competent to hold the highest posts in the Department. He mentioned that Natives object to serve in parts of the country at a distance from their homes, and that he had known promotion refused by a Native officer for this reason; and lastly, he stated that no Native officer of special merit had within his experience been superseded.

Appendix O. 6.

GEOLOGICAL SURVEY DEPARTMENT.

India.

India. Geological Survey.

The sanctioned staff of the Geological Survey embraces seventeen gazetted appointments, *viz.*, the Director on a salary of ₹1,500, three Superintendents on salaries of ₹800 rising to ₹1,100, one Senior Deputy Superintendent on a salary of ₹700 rising to ₹1,000, five Deputy Superintendents on ₹500 rising to ₹700, six Assistant Superintendents on ₹350 rising to ₹500, and one Palæontologist on ₹500 rising to ₹1,000.

There are at present four vacancies in the grade of Assistant Superintendents, of which one is kept open to provide the pay of two Native Superintendents, and another to pay the cost of Palæontological work. The appointment of Palæontologist has only been filled up in the present year.

There are five subordinate non-gazetted appointments, *viz.*, an Artist on a salary of ₹250—₹400, a Registrar, who is the Secretary and Librarian of the Department, on a salary of ₹240—400, two Sub-Assistant Surveyors on salaries of ₹150—₹200, and one Museum Assistant on ₹100—250. A gentleman who was obliged to resign his appointment in the Department owing to ill-health, and who on his return to Europe received the appointment of Professor of Palæontology in the University of Prague, is at present specially employed to report on the fossils in the Salt Range which were discovered by him when he was in the service.

Of the higher appointments, thirteen are held by Europeans not domiciled in India; one appointment in the 2nd grade of Deputy Superintendents is held by a Hindu; two of the vacant appointments in the Assistant Superintendent grade have, it is understood, been promised to Hindu gentlemen of whom one has for several years studied in Europe, and the other has recently gone to England for further scientific education. The appointment of Artist was held by a European, but is now vacant; that of Registrar is held by a European, and that of Museum Assistant by a Eurasian; while the two Sub-Assistant Surveyors are Sikhs, Natives of the Punjab, who have been appointed to the Department as an experiment.

Ordinarily the appointments to the gazetted staff are made by the Secretary of State, who, on the occasion of a vacancy, receives information from the Director as to the particular branch of collateral science, whether Palæontology, Chemistry, or Mineralogy, the candidate should be well versed in according to the requirements of the Department at the time. The Secretary of State invites candidates from the Universities and the Royal School of Mines. From gentlemen who offer themselves or are recommended a selection of the fittest is made after their qualifications and suitability for employment in India have been ascertained by two referees, of whom one is the Director of the South Kensington Museum, and the other is selected by the Government of India. Mr. Blanford, formerly a member of the Department, is at present the referee so selected.

It was originally understood that candidates selected in England would be required to undergo a probation of five years before they were permanently appointed to the Department; but this condition was never actually enforced. The present rule requires a probation of two years; and although an occasion has not yet presented itself for its application, the present Director intimates his intention of enforcing it.

Promotion normally takes place by seniority. In view, however, of the necessity that the upper grade should always be filled by men of proved ability, it is occasionally governed by merit; but in this case the special sanction of the Government of India is obtained.

The gentleman who at present fills the post of Palæontologist was specially selected by the Secretary of State from scientists who had an established reputation in that branch of research. It therefore happened that he was over 25 years of age at the date of his appointment.

The scale of salaries for the graded officers was fixed by Resolution No. 226, dated 21st April 1875. The Director considers it very inadequate as compared with that given in other Departments, in which the educational qualifications are not greater, and in several cases very inferior, to those required for the Geological Department.

The Director is of opinion that it would be well to introduce the same system of selection from men of established reputation for the recruitment of the Geological staff as was recently

adopted in the appointment of the Palæontologist, inasmuch as the highest academical success is not a guarantee of capability in independent scientific work. But he observes that, if this plan were adopted, the lower limit of pay would have to be changed, as has been done in the case of the Palæontologist; and this he regards as a real economy, because the nature of the work is such that an inefficient officer is altogether useless, there being no routine work in which he could be employed.

The pension and furlough rules prescribed by the Codes for the Uncovenanted Service apply to officers in this Department. The Director considers the furlough rules liberal enough, but objects that the pension rules which were framed for the great body of subordinate officers almost exclusively recruited in the country are wholly unsuited for a very scientific service that can only be recruited by very careful selection from young men of high education in Europe; and he repeats the representation, which has frequently been made to Government, that the Geological Department ought to enjoy at least as favourable pension rules as are conceded to officers in the Public Works Department recruited in Europe.

As to the technical requirements for officers in the higher grades of the Department, the Director observes that Geology is singularly free from requirements that can properly be called technical. "The Geologist," he says, "always works with ready-made maps, and the only operation he has to perform is to take the dip of a stratum or vein with a clinometer and a pocket compass. To sketch well is a very useful accomplishment for a Geologist, but by no means essential." While he points out that Geology is a most useful and even essential guide in many engineering projects, he indicates that the principal qualifications of a Geologist are scientific rather than technical. It is the aim of Geology "to understand all about the substances forming the crust of the earth; and as these are the very complex result of the slow operations of nature throughout past time, the understanding can only come through a knowledge of these operations, *i.e.*, of the combined action of all the various modes of motion or force concerned in the formation of the earth. The basis of this knowledge is the Physical Sciences (Mechanics, Heat, Chemistry), and, as concerning fossils, the Biological Sciences. This, of course, implies that Geology has several special lines of research for which a mastery of one or more particular science is needed; but for the intelligent performance of any Geological professional work, a sound knowledge of Physical Science is essential; and the work is worthless or good in proportion to that knowledge. It should be apparent, too, that having to deal with such complex and often obscure facts, the Geologist stands much in need of the broad judgment and sense of proportion that is the best result of education." He adds that unless the Geological Survey of India can turn out work up to the mark of the science of the day, it would be better to abolish it.

The Officiating Director states that the Department is one in which the work, if it is not accurate, is absolutely worthless. Geology, he observes, is not an exact science; and it requires therefore a more careful and accurate recognition of the materials of which the earth is composed, and also considerable care in generalization on the facts that are presented.

The Director reports that he receives applications for employment in the Department from all classes; and to correct "the very vague popular notion of Geological work," he has forwarded to the Sub-Committee a copy of a letter addressed by him to the Government of India, dated 17th July 1886, relating to the employment of Natives in the Department, together with a note on the same subject which the Commission will no doubt desire to peruse in their entirety. He appears to consider that while Natives possess decided ability in Civil and Judicial administration, they show themselves wanting in the prosecution of those sciences in which conscious and inductive reasoning are the only clues to positive knowledge; and he says that the explanation is not far to seek: "the constitution of mind, the keynote of rising thought and civilization which it has taken many generations to bring forth in the West, cannot be suddenly transplanted into men who have till now been nurtured exclusively in the crudest superstitions. That the mind is a *tabula rasa*, ready to receive whatever knowledge may be presented to it, is a psychological fallacy long since abandoned * * * Verbal or notional acquisition may be exercised upon the various forms of science as well as in any other barren learning; and the marvellous facility shown by Native students in such acquisition without a grain of understanding is only a reflected proof of the inanity of the learning which could produce such confirmed sterility of intelligence." In support of his opinion that Natives have no natural capacity for highly scientific work, he appeals to the fact that Natives have had special training in several branches of science (Botany, Chemistry, Physics, Mechanics), and also more or less of practical opportunity of bringing this knowledge to bear fruit in the Medical and Engineering Services—the same sort of teaching and opportunity as have elsewhere given rise to many leading men of science—yet the result in what could be called scientific work has been absolutely *nil*.

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Dr. King, the Officiating Director, in the main, endorses Mr. Medlicott's views as to the fitness of Natives for employment in the upper grades of the Department; but he is of opinion that their employment in the lower branches is open to a freer consideration.

The duties of the subordinate officers are thus explained by him. The Artist is employed to make drawings of fossils and to prepare plates for publication. The two Sub-Assistant Surveyors are employed in the field to map out detailed work that is shown them; and one of these officers has, Dr. King testifies, a very good practical acquaintance with the coal rocks of a particular system. The duties of the Registrar and Librarian and of the Museum Assistant are indicated by the titles of their appointments.

Dr. King is of opinion that at present the educational opportunities of India are not sufficient to instruct men to the degree and with the accuracy which is requisite for efficient service in the Department. As an Examiner for the Universities of Calcutta and Madras, Dr. King is of opinion that hitherto there has been practically no instruction at all given in Geology. It is, however, only fair to observe that of recent years very much greater attention has been paid to the cultivation of Physical Science in Indian Colleges than was formerly the case, that experienced teachers have been obtained from England, and that until time has been afforded to test the results of this teaching, it would be premature to arrive at the conclusion that Natives may not be forthcoming who would be capable of original scientific research.

While intimating his preference for the recruitment of Europeans from scientists of established reputation, Mr. Medlicott states that University men who have received some education as distinguished from training have shown a very decided superiority over those from the highest special schools.

Dr. King is also of opinion that University men who have received special training in a branch of Geology are superior to those selected from the School of Mines, inasmuch as they are more likely to hold broad and liberal views on the subjects they have to deal with than the men who have received their education in a special school.

The following extracts from the official correspondence which has been laid before the Commission will suffice to show that the Government of India has strenously endeavoured to promote the employment of Natives of India in the Department; and that its efforts have been encouraged and approved by successive Secretaries of State. Lord Mayo being anxious to promote the employment of Natives in the Geological Survey of India, invited Dr. Oldham, the Superintendent of the Geological Survey, to consider a scheme for providing the necessary scientific instruction.

In a letter No. 376, dated 8th June 1869, Dr. Oldham accordingly submitted proposals to the Government of India for the establishment of special courses of lectures. His idea was to communicate some knowledge of the collateral and necessarily preliminary studies of Chemistry, of Natural History, and of Mineralogy; and by teaching these with a special view to Geology "to form a body of men, Natives, or Europeans, or Eurasians * * * out of whom some could be selected whose progress and acquirements justified the hope that they would prove useful, and finally become trustworthy Assistants in the Survey; while many others would be qualified to undertake independently duties of mining, mining-engineering, metallurgy, &c."

The Government of India in Financial Resolution No. 2139, dated 31st March 1870, expressed itself constrained by financial considerations to refuse sanction to Dr. Oldham's proposals; but the object contemplated was not lost sight of, and in September 1872 Mr. A. O. Hume, Secretary to the Government of India, under the direction of the Member in charge of the Agricultural and Revenue Department, drew up a Memorandum, No. 544, dated 5th September 1872, containing modified proposals for the establishment of a Geological class, which were approved by the Governor-General in Council in Financial Resolution No. 3121, dated 30th September 1872, and communicated to Dr. Oldham in a letter No. 676, dated 18th October 1872. The scheme sanctioned was the following:—

Dr. Oldham was authorized to select from amongst the most distinguished of the scholars of any of the Indian Colleges for training as Geologists three or four youths, preferentially up-country men, who possessed a good knowledge of English, general intelligence, and a capacity for physical exertion, and were able and willing to endure exposure.

These young men were to be engaged as apprentices, and for the space of a year to undergo instruction at the Geological Survey Museum, so as to recognize and distinguish the more common minerals, be taught the leading principles of the science and familiarised with the more typical fossil forms that characterize the deposits of various ages in India. At the end of the year's instruction, they were (if approved) to be attached for six or seven months in the working season to one of the most competent Geologists in the field; and at the close of the

season to be sent back to the Museum to receive further theoretical instruction. They were then to undergo an examination to test their qualifications and the probability of their becoming thereafter useful subordinate members of the Geological Survey Department. On passing this test successfully, they were again to be sent to the field, and at the close of the field season to return to the Museum to continue their studies, and if possible, attend a course of lectures on Chemistry at a Medical College. For a further period of two years their qualifications were to be periodically tested; and, after an apprenticeship of not less than five years, they were to become entitled, if pronounced qualified, to permanent appointments as Sub-Assistant Geological Surveyors, and were to be employed under the supervision of one of the senior European officers, and in the same geological tract.

Each probationer was to receive a monthly stipend of ₹30 in the 1st year, ₹50 in the 2nd year, ₹75 in the 3rd year, and ₹100 in the 4th and subsequent years (each increase being dependent on certified satisfactory progress) until declared competent to act as a Sub-Assistant, when he was to receive ₹150 rising by yearly increments to ₹200 a month. If thereafter any exceptionally able Sub-Assistant should be declared fully qualified for independent work, he was to be allowed a further increment of ₹20 per annum, by which he might rise in ten years on further approved service to ₹400. It was believed that with these prospects really good Native Assistants might be obtained, some of whom would thereafter prove valuable members of the Survey; while others, who gave no promise of attaining a high standard, might yet in some cases be usefully retained as Assistants in the field on ₹30, ₹50, ₹75, or ₹100, according to their capacity.

To meet the expense entailed by these arrangements, it was decided that, on the occasion of the next vacancy that might occur among the European Assistants, the appointment should not be filled up; and that any future increase of expenditure arising from the same cause should be similarly provided for.

In communicating to the Secretary of State the plan it had formed, the Government of India (Despatch No. 30, dated 31st October 1872) observed that the principle of the scheme was the gradual supersession to a certain extent of European by Native agency; that the staff of the Department was numerically so weak that the completion of the vast area of work still before it could not be expected for many years; that the English Assistants were for the most part competent to be the heads of local Geological Surveys; and that it was to this position, while reducing their number and employing the money thus set free in the remuneration of a much more numerous class of Native observers, that the Government of India would gradually seek to bring them. The Duke of Argyll expressed his approval of these measures.

In pursuance of the orders conveyed to him, Dr. Oldham addressed the Directors of Public Instruction in the North-West Provinces and the Punjab, inviting them to assist him to procure suitable candidates for the proposed appointments.

The Director of Public Instruction, North-West Provinces, considered that the terms offered were inadequate to attract well-qualified students.

The Director of Public Instruction in the Punjab recommended two students for admission as apprentices: one of them, a Rajput of the Punjab, aged 21; the other, a Native of Nepal, aged 18. Both of these youths had passed the Entrance examination of the Calcutta University in November 1871, and were prosecuting their studies in Punjab Colleges.

In a letter, No. 439, dated 8th January 1873, Dr. Oldham informed the Government of India of the result of his application to the Directors of Public Instruction. He mentioned also that he had received applications from individuals, chiefly Bengalis; but that the applicants were draftsmen or schoolmasters who had had no sufficient preliminary training in scientific studies. He intimated his intention, if the Government approved, to accept the candidates recommended by the Director of Public Instruction in the Punjab; and he thought it advisable to go no further until actual trial had shown the feasibility of the proposed plan. He mentioned as his reason that the scheme of instruction he was directed to pursue appeared to him far more likely to prove an utter failure than to achieve success. He considered it an inversion of the system which must be adopted to make useful Geologists. "No man," he observed, "can be taught to distinguish the common minerals, even the commonest, who has not first acquired a certain amount of acquaintance with the principles of Chemistry. No one can learn to distinguish even the common fossils without a certain amount of acquaintance with the principles of Natural History." He went on to say that such a general and elementary acquaintance the apprentices would have no opportunity or means of acquiring in the Museum, though he admitted that a certain amount of eye-knowledge of forms and structures could be acquired there, and that it was to a large extent useful. But he declared that such a smattering of the principles of Geology and such a superficial acquaintance with the forms

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of life fossilized in various rocks had led to nine-tenths of the errors and mistakes which Geologists were every day meeting in their progress. He asserted that for many years past, on every fitting occasion, he had been steadily and earnestly urging the necessity of providing for the people of India the means of acquiring a knowledge of the Physical Sciences. "I have," he continued, "the most unshaken confidence that, with even fair opportunities of acquiring such knowledge, many would be found quite competent to take their place side by side with European Assistants either on this Survey or in many other ways. And I trust I shall be believed when I state that it is certainly from no feeling of the unfitness of Natives efficiently taught for such pursuits, nor from any idea of their incapacity, moral or intellectual, that I am unable to see any prospect of success in the present scheme. It appears to me—to use a very common, but perhaps expressive, phrase—to be putting the cart before the horse * * * At the same time, so far as the means at my disposal are available, I shall not fail to make the effort loyally and faithfully to produce results something approaching to those which appear to be anticipated."

Dr. Oldham was directed (letter No. 39, dated the 16th January 1873) to accept the services of the two candidates recommended by the Director of Public Instruction, Punjab, and to spare no efforts to procure other eligible candidates.

Dr. Oldham was succeeded as Superintendent by Mr. Medlicott, who entertained a less favourable opinion than Dr. Oldham of the capacity of Natives for original research, and even stronger objections to the practical value of the course of instruction proposed for Native apprentices.

In a letter addressed to the Government on the 9th May 1873 (No. 539), he observed: "I do not at all wish to prejudge one side of the case by saying that Natives are unfit to receive scientific instruction. It is quite enough for the position to say that they have no special aptitude, no scientific intuitions to enable them to dispense with proper instruction. This fact is abundantly proved by the absence of a single instance among them of the self-evolved scientific labourer, a class of which there is such a fruitful crop in Western societies, although the seeds of scientific ideas have been to some small extent scattered amongst them for the last half century. We are, however, bound to take for granted that the acuteness displayed by the Native mind in certain pursuits admits of being turned in the direction of Applied Science. But that is not the question to be settled. It is: Can a useful Geological Surveyor, European or Native, be made otherwise than by scientific instruction? We have been ordered to impart such an eye-knowledge of rocks, minerals, and fossils as would enable an ignorant man to execute Geological Survey works."

He conceived that a misapprehension had arisen from the use of the term *survey* in connection with Geology, "implying by supposed analogy some manual operations to be conducted." He admitted that topographical surveying was "so largely a mechanical operation that the details of it might safely be executed by men who could not understand a proposition of Euclid." He also observed that "some sciences admit of and require a large amount of work to be done in the collecting, arranging, and describing of objects with little or no reference to the physiological and biological laws which give the ultimate scientific interest to such labours." If it was meant that the Native apprentice should be only a sort of automaton like the practical topographical workman, Mr. Medlicott considered the complete answer was that there was no room for such a workman in Geology. "Geology," he said, "though based upon the visible, has essentially and peculiarly to deal with the unseen; to interpret certain actual relations through known laws of change into a conception of by-gone conditions. However great the labour and exposure involved in hunting up the out-crops of rocks in the beds of streams and elsewhere, the Geologist has really nothing to make or to do in the sense of manual execution. He has to examine and make note of the facies of the rocks with reference not merely to the texture, structure, composition, and fossil contents of the masses, but with a clear apprehension of, and constant reference to, the conditions of formation implied by these complex visible characters; to compare, balance, and affiliate, with constant reference to those conditions of formation, the observations made at one spot with those made elsewhere with a view to natural grouping. Such is really the every-day duty of the Geological Surveyor. The collecting, ticketing, and mapping of different varieties of rock is quite a collateral business, though to many it comprises their only idea of Geological surveying. Under the most careful arrangements for the selection of Geological Assistants, when the organization of the Survey does not admit of securing at once men whose ability has been proved by independent work, one cannot escape enlisting some men of very limited aptitude for scientific pursuits, whose work can have only a minimum of scientific and hence of practical value. * * * A poor topographical map is still an approximation to correctness;

whereas a geological map, unless made and described with intelligent attention to principles which cannot by any means be cast into practical rules, is simply a delusion not worth the paper it is printed on, much less worth the pay of the man who made it. No amount of checking can trim such work into a presentable form. If the man who colours a map geologically cannot give a rational account of his observations, no one can do it for him from the map; the ground must be resurveyed by a competent observer."

He proceeded to observe that the most elementary principles of Geology presupposed a rational apprehension of natural phenomena; and that sound instruction in Geology could be imparted only to a student who had already some knowledge of Chemistry and Physics. He pointed out that to work the apprentice system, even if the men came prepared to learn Geology and Mineralogy, would require the time and attention of two or more of his best Assistants "to act as private tutors to as many Native youths." But he went on to say that the apprentice system as it stood did not provide pupils so prepared, and that he had neither means nor men to instruct them in the essential preliminary knowledge of Chemistry and Physics. He therefore proposed that intelligent students of promising physique selected from the up-country Colleges should, instead of being thrown at once upon the hands of the Survey, be obliged to attend for at least a year uninterruptedly all the Science classes at the Presidency College; their further instruction in Geology depending on their success in the preliminary studies.

The Government of India, in its letter No. 342, dated 19th May 1873, replied that it had been understood that the very elementary training in Geology which the apprentices were at first to receive would be undertaken by the Curator of the Museum; and that it looked to the Superintendent to see that the apprentices did *bonâ fide* receive such instruction from the Curator. The Governor General in Council, admitting that in the case of every new undertaking serious difficulties must be expected at the outset, expressed his confidence that the Superintendent and other members of the Geological Survey would loyally devote their best energies to overcoming these difficulties, and would fully recognize the importance attached to the success of the project. His Excellency in Council consented that the one apprentice then in the Museum should attend the Physical Science classes at the Presidency College under the direct supervision of the Superintendent, who was further enjoined to endeavour at once to increase the number of apprentices to four, so as to enhance the chances of at least one of them proving thereafter qualified to enter the subordinate grade of the Survey.

The result of these orders is stated in a Despatch from the Secretary of State, No. 34 (Geographical), dated the 10th July 1879. Of four apprentices originally engaged, two appear to have given satisfaction. They had earned a character for steadiness, and made fair progress in the less advanced stages of Geology. The Government of India consequently proposed to appoint them to the rank of Sub-Assistants; but their further advancement was made contingent on their mastering a knowledge of Geology proper, in which the Superintendent had reported that they were very backward. In sanctioning these arrangements, the Secretary of State observed: "It is unnecessary for me to repeat on the present occasion any expression of opinion as to the high importance which Her Majesty's Government attach to the employment, so far as is consistent with reasons of State policy, of duly qualified Natives of India in the various grades and branches of your Government; and I may remark that I note with pleasure from General Walker's last report that the Natives employed in the subordinate posts of the Topographical and other branches of the Survey Department have in numerous cases given great satisfaction in the discharge of their duties. I am unable to say how far it may be possible to supply future vacancies in the Geological Survey from the ranks of educated Natives of the country. But when the financial state of affairs shall admit of it, it may possibly be found feasible to establish lectures and a system of examinations at some of the Indian Universities which would have the effect of eliciting and encouraging any marked aptitude for Geological investigation."

In Resolution No. 70 (Surveys), dated 13th February 1880, the Government of India called on the Superintendent to submit a report on the work of the Native Assistants; and that gentleman consulted the European Assistants with whom the Native Superintendents had worked. Mr. Theobald reported of one of them who had worked with him in 1878-79 in an exploration for fossils that he seemed to take an intelligent interest in the work, and was therefore fitted to undertake separate work on his own account. Mr. Griesbach, under whom the same officer had worked subsequently, and who had also had experience of the work of the other Sub-Assistant, while testifying that both were willing at all times to be useful, of the strictest integrity, and of gentlemanly behaviour, expressed his conviction that neither would ever be able to carry out independent surveys. He stated that he had found them deficient, not so

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much on account of inherent incapacity, as because the foundation of their training was of too limited a description; that both were entirely deficient in Geodesy and simple drawing, and that their knowledge of Physics and Physical Geography, with all branches of Natural History, was of too fragmentary a nature to enable them to carry out independent work in the field. In forwarding these reports to the Government of India, together with the answers given in a test examination to which he had subjected the Sub-Assistants, Mr. Medlicott repeated his conviction that only men of the soundest training in inductive science were fit for the work required; and he mentioned that Native Engineer students of the Thomason College entered the Public Works Department on greatly higher pay and prospects than were offered to Native Assistants in the Geological Survey, although the knowledge required for the Survey work was of a much higher order (letters Nos. 73 and 81, dated 10th and 15th March 1880).

The Government of India, in its letter No. 135, dated 25th March 1880, admitting that, owing to the want of such general and special education as would serve as a foundation for their training in Geological work, it appeared doubtful whether the Native Assistants then in the Department would ever be qualified for independent research, observed in reference to the general question as to the employment of Natives in the Department: "It is true that Geological work requires a special aptitude, which at present, perhaps, does not exist, or is not readily discoverable among the Natives of India. But this is a defect which time and education must be trusted to remedy; and meanwhile the Government of India see no reason to abandon the experiment. If the present probationers fall short of the required standard, there are grounds for believing that better results might be obtained by selecting a different stamp of men." It accordingly directed that one of the two appointments then vacant in the Assistant's grade should be utilized for the purpose. It left the selection to the Superintendent, but suggested that he should consult the authorities of the Rurki College where the best class of Natives were trained for engineering. It postponed the consideration of the question of pay and allowances until the selection was reported.

Mr. Medlicott, in his letter No. 117, dated 12th April 1880, argued that the instruction at Rurki embraced only some of the sciences auxiliary to Geology. But he mentioned that an excellent paper relating to the Geology of India, written by Mr. P. N. Bose, a Bengali gentleman, had appeared in the *Journal of the Geographical Society of London*; that he had ascertained that Mr. Bose had obtained the Gilchrist scholarship at the Presidency College, and had since pursued his studies in England; that he was, or had been, a pupil at the School of Mines; that he had obtained the degree of B. Sc. at the University of London, and had been elected a Fellow of the Geographical Society. He added that he considered that Mr. P. N. Bose had a high claim to an appointment in the Geological Survey of India, and would gladly welcome him as a colleague. In consequence of this recommendation, Mr. P. N. Bose was offered and accepted an appointment as Assistant Superintendent.

The Government of India did not leave the suggestion of the Secretary of State respecting the establishment of lectures and examinations at Indian Universities unnoticed. It caused the Despatch of the Secretary of State to be circulated to the Local Governments and the Calcutta University for consideration with reference to the Secretary of State's suggestion. The replies received are summarized in Resolution No. 4—129-35, dated 10th September 1880.

The Registrar of the Calcutta University pointed out that the Act of Incorporation of the University did not provide for the establishment of lecturerships, but that Geology was one of the optional scientific subjects in the examination for the B.A. and M.A. degrees.

The Government of the North-Western Provinces and Oudh did not consider that any action was called for at that time in those Provinces, but intimated that the Rurki College seemed to be the proper place for teaching the subject; and that, were a class formed, a Professor of Physical Science at the Muir Central College was competent to act as an instructor, though his time was already very fully occupied.

The Government of Bombay mentioned the recent creation of a Professorship of General Biology in the Elphinstone College, Bombay, and stated that arrangements would be made in connection with it for a course of lectures on, and a system of examination in, Geology.

The Government of the Punjab stated that provision existed for the study of Physics and Chemistry at the University College, and that in the opinion of the Lieutenant-Governor, there would be no advantage in establishing lectures on Geology until a general knowledge of the elements of Physical Science had been acquired.

The Government of Madras mentioned that Geology had always been one of the optional subjects for the M.A. course, but that up to that time no candidates had selected it; that a Professor of Physical Science was appointed in the Madras Presidency College in 1875; that a new course for the B.A. degree had been recently introduced which included Geology,

Mineralogy, and Palæontology, and that should students apply for instruction in the branch of science in question, the sanction of the Government of India would be sought for an additional chair of Professor of Geology at the Presidency College, the time of the Professor of Natural Science being already fully occupied.

The Government of India, referring to the arguments used by the Superintendent of the Geological Survey that to be an efficient Geologist a man must already possess general scientific training; that in Geology there was no room for the merely mechanical application of a superficial knowledge of rocks, minerals, and fossils; and that no valuable results could be obtained in that science, except by persons acquainted with scientific methods, expressed itself disposed to accept this view; and that effort should be directed towards the promotion of the study of Natural Science generally. It considered that the great object should be to encourage among the better educated class of the Native community a scientific habit of mind; and it observed that the probability of finding Indian students who were capable of real success in Geology would increase in proportion as scientific modes of thought became less rare. Inasmuch as the Local Governments had not had an opportunity of considering the subject from this point of view, the Governor General in Council invited from the Local Governments of Madras, Bengal, and the North-Western Provinces and Oudh any further remarks they might desire to offer on the best means of providing for Geological training as part of a scheme of education in Natural Science generally, and declared the readiness of the Government of India to receive favourably well-considered proposals for that end.

This Resolution led to a correspondence which has not been laid before the Sub-Committee, but of which the effect may be inferred from letter No. 368S., dated the 5th September 1882, from the Secretary to the Government of India to the Superintendent of the Geological Survey.

On the question relating to the encouragement of the study of Geology in schools and colleges, it appeared to the Governor General in Council that, while special instruction in Geology was not, as a rule, provided at the Indian Colleges, a fairly good education in the less specialized Natural Sciences was everywhere obtainable; and that this was the best and, as matters stood in India, the only possible preparation for Geological study. His Excellency in Council agreed with the Superintendent that, so far as the Geological Survey Department was concerned, special provision for Geological training in Indian Colleges was not required, and that it would, so far as it might be calculated to raise hopes that could not be fulfilled, be injurious, inasmuch as the Department mustered only fifteen graded officers—a number too small to offer any inducement to the opening of special classes, even if such classes could be counted on to turn out qualified candidates. It was, at the same time, observed that Native students who had taken high degrees at Indian Colleges in the Physical Sciences would always offer a field of selection; and that their previous training would render them more likely to acquire the habit of mind requisite for the work of the Geological Survey than the training which a student of the single specialized subject could be expected to obtain in the curriculum of an Indian College. As regards the question of appointing Native probationers in future to the Survey, the Government of India considered that the objections taken to it by the Superintendent had much force. It admitted that not only was the work of a special nature requiring, if it was to be of any use, to be kept up to a very high standard of scientific completeness, but that the smallness of the Department required peculiar efficiency in each of its members. Nor, it was added, was it rendered attractive by the existence of any great prizes, the pay of the European officers in the Survey being not much more than that to which a Deputy Collector might hope to attain, while the service was onerous and exhausting. It was observed that in practice it was difficult to maintain a supply of duly qualified European candidates.

In view of these considerations, His Excellency in Council came to the conclusion that the restriction of any fixed proportion of the appointments to Natives, while it might materially weaken the efficiency of the Department and go but a small way towards encouraging the study of Physical Science on the part of Native candidates for employment, would have quite an insignificant effect in reducing expenditure. But, while allowing the imperfections of the scheme originally adopted for introducing Natives into the service, His Excellency in Council continued to insist on the nomination of Natives, provided that the nominations were confined to graduates in the Physical Science schools of Indian or other Universities. Referring to the appointment of Mr. P. N. Bose, a graduate of the London University, it was observed that from time to time similarly qualified Natives might offer themselves for employment in the graded ranks of the Department, and that the Government of India would look to the Department to keep this object in view as vacancies occurred.

In pursuance of the policy indicated, the Government of India, in Despatch No. 12, dated 15th December 1885, at the instance of the Government of the North-Western Provinces, recommended that an appointment in the Geological Survey should be bestowed

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on Man Mohan Lal, a student of the Muir Central College and Gilchrist scholar, who had recently gone to Europe to complete his studies; and in a Despatch No. 21, dated 23rd November 1886, expressed its willingness to accept the appointment of Mr. Parvati Nath Dutta to a graded appointment. This gentleman, who had studied for some years in England, had received the highest testimonials from Professor James Geikie, of Edinburgh, who had testified that very few of the students of British nationality had equalled him in special aptitude for Geological study and research.

Mr. Medlicott opposed the appointment of Mr. Man Mohan Lal on the ground that both reasoning and experience were opposed to the appointment of Natives of India to the Geological Survey; and Mr. W. T. Blanford, formerly a member of the Department, in a letter addressed to the Under-Secretary of State for India, dated 31st August 1886, supported Mr. Medlicott's opinion. Mr. Medlicott was also opposed to the appointment of Mr. Parvati Nath Dutta.

The Government of India, in its Despatch of the 23rd November 1886, already quoted, stated its opinion that Mr. Medlicott's arguments were founded upon a too slender basis of experience to be accepted. It was pointed out that the only Natives of India who had yet been tried in the Survey were two young Punjabis educated entirely in India with but a defective knowledge of English, who had, previously to their appointment as apprentices, received no Geological or other scientific training whatever, and one Bengali gentleman.

The Governor General in Council was not surprised that the first two of these had not shown themselves adapted to the higher work of the Department, and when Mr. Medlicott endeavoured to support the thesis that the deficiencies of the third gentleman were universally incident to his race, and that the experience of which he was the sole example was sufficient to condemn the experiment of appointing Natives of India, however well vouched for, to the Department, His Excellency in Council was unable to accept the facts as sufficient to warrant the inference. He could not concur with Mr. Medlicott that a single failure was sufficient to prove that scientific accuracy and originality could not possibly be found among Natives of India, and he intimated his desire that the experiment of employing Natives of India in the Department should not be finally abandoned. It was also pointed out that if Mr. Medlicott's anticipations were realized, the interests of the Department could be protected by the retirement of the Native officer at the end of his period of probation.

Dr. King was the only witness produced for examination at Simla, and the substance of his opinions has been already given. No witnesses were produced or appeared at any of the other places at which sittings were held. Mr. P. N. Bose, Deputy Superintendent, the circumstances of whose appointment to the Department have been mentioned, has favoured the Sub-Committee with a brief note. Mr. Bose is of opinion that so long as no adequate provision for the teaching of Geology and the allied sciences is made at Indian Colleges, appointments to the higher grades of the Department should be made by the Secretary of State in England, irrespective of the nationality of the candidates, and he suggests that the scientific members of a Committee, of which in his note on the Educational Department he has advocated the appointment, should act as referees for appointments to the Geological Department also.

He adds that although Indian Colleges are unable to train men for higher work, they are able to prepare students for such work as tracing out detailed boundaries, fossil-collecting, &c. He therefore proposes that the number of appointments in the Sub-Assistant grade should be increased to ten or twelve, and be filled either by competitive examination or by selection from among the graduates in Science of the Indian Universities, who have taken up Geology for their degree; and that the Sub-Assistant, if found qualified, should be promoted to the higher grades of the service.

Appendix O. 7.

JAIL DEPARTMENT.

MADRAS.

Madras. Jails.

The Jail Department in the Presidency of Madras is administered by the Inspector-General who has no other duties. His salary is ₹1,833-5-4. The office is held by a non-domiciled European.

There are six Central Jails, two Special Jails, and seventeen District Jails.

The Central Jails at Rajahmundry, Vellore, Coimbatore and Trichinopoly are of the first class. The salary of the Superintendent of a Central Jail of the first class, not being a Medical officer, is ₹600 rising to ₹850.

The Central Jails at Salem and Cannanore are of the second class. The salary of the Superintendent of a Jail of this class, not being a Medical officer, is ₹450 rising to ₹600.

When the Superintendent of a Central Jail is not a Medical officer, the Civil Surgeon of the station receives an allowance of ₹100 for the Medical charge of the Central Jail. When the Superintendent is a Medical officer, he receives this allowance in addition to the ordinary pay of the Superintendent. Superintendents of Central Jails are appointed by His Excellency the Governor. There are no rules prescribing qualifications for these appointments. The Departmental member states that Superintendents for these Jails were formerly selected from Military officers in the Staff Corps, from Medical officers and from officers of the Uncovenanted Service generally, and that they are now made principally from Uncovenanted officers in the Department, from Medical officers, and from officers in the Police.

In a Resolution of the Government of India in the Home Department, No. 819—831, dated 16th June 1869, it was decided that non-Medical men should, when available, be employed as Superintendents of Central Jails in preference to Medical officers. In pursuance of this Resolution the appointments of Superintendents of Central Jails were generally conferred on non-Medical men, but in consequence of the high rate of sickness and mortality which prevailed in the Trichinopoly Central Jail, the Government of India resolved, in May 1885, that the appointment of Superintendent in that Jail should be reserved for a Commissioned Medical officer; and when on the occasion of a recent vacancy a non-Medical officer was appointed to the post, the Government of India in a letter No. 322, dated 14th June 1887, informed the Government of Madras that it saw no sufficient reason to alter the decision it had arrived at in 1885; and a Medical officer will be appointed as soon as a vacancy occurs.

At present all the Superintendents of the Central Jails are non-Medical men and are Europeans.

The order of 1879, prohibiting the appointment of non-domiciled Europeans to offices carrying a salary of ₹200 and upwards without the sanction of the Secretary of State, applies to the Jail Department, and in 1879 the Government of India refused an application made by the Inspector-General of Jails, North-Western Provinces, and supported by the Lieutenant-Governor, North-Western Provinces, to exempt the Department from the order; but on the application of the Government of Madras, in July 1881, the Secretary of State ruled that except in the territories included in the Presidency of Bengal, Police officers should be considered eligible for transfer to the Jail Department without a reference to him, although they might not be members of the Staff Corps or of the Civil Service or Natives of India.

Mr. Goodrich, with a service of 13 years in the Police, was appointed Superintendent of a Central Jail on the 20th September 1881. Colonel Pickance, with a service of 16 years in the Police, was appointed Superintendent of a Central Jail on the 2nd June 1882. In 1884 Surgeon O'Hara was appointed Superintendent of the Trichinopoly Central Jail on account of the mortality which prevailed there. On the 1st April 1886, Mr. Gadsden, after a service of seven years in the Police, was appointed Superintendent of a Central Jail. In 1887, Mr. Cavendish was promoted from the charge of the District Jail of Tanjore to the Superintendentship of a Central Jail. Mr. Cavendish had been appointed to act as Superintendent of the Tanjore Jail on the 11th July 1885, after a service of two years in the Police, and had been confirmed in that appointment on the 20th March 1886.

In April 1887 Mr. Symonds was transferred from the Superintendentship of the Tanjore District Jail to act as Superintendent of a Central Jail.

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No other appointments of Superintendents have been made to Central Jails since the date of the Secretary of State's Despatch.

The Jail in the city of Madras, known as the Penitentiary, is termed in the Department a Special Jail; the charge of the Debtors' Jail is held with this Jail. The salary of the Superintendent is R600, with house allowance R125 and conveyance allowance R50. The present Superintendent is a non-domiciled European.

The European Prison at Ootacamund was formerly also regarded as a Special Jail, the salary of the Superintendent was R300; but the appointment was abolished by G.O., No. 1136, dated 1st June 1887, and this Jail has been placed under the charge of one of the Medical officers of the station with an allowance of R100.

The District Jails at Tanjore and Tinnevelly are on the cellular principle, and such Jails are placed under the charge of Superintendents, who have no other duties, on salaries of R350 rising to R450. The Superintendents are appointed by His Excellency the Governor. In March 1886 Mr. Tyrrell, a Jailor of long standing, was appointed Superintendent of the Tinnevelly District Jail. In March 1887 Mr. Symonds, who had for many years held charge of the Penitentiary, was reappointed to the Department as Superintendent of the Tanjore Jail, and, on his appointment in the following month to officiate as Superintendent of the Central Jail at Cannanore, Mr. McCready, a Jailor, who had been some years in the Department, was appointed to act for him. One of these appointments is now held by a domiciled European, the other by a Eurasian. The Superintendent of the Central Jail at Coimbatore has also charge of the District Jail at that station.

The District Jails known as the Russellkonda and Párvatipur Hill Jails are under the charge of Assistant Collectors who receive no allowance, and no allowance is given for the charge of a District Jail at Cochin.

The Civil Surgeons are, respectively, *ex-officio* Superintendents of the District Jails at Bellary with an allowance of R150—at Cuddalore, Vizagapatam, Nellore and Madura with allowances of R100—at Berhampore, Cuddapah, Chittoor, Calicut and Guntúr with allowances of R75—and at Mangalore and Kurnool with allowances of R50.

Of the five appointments for which the allowance amounts to R100 and upwards, four are at present held by Europeans and one by a domiciled European.

There are 14 Jailors who receive salaries of R100 and upwards. Of these three are domiciled Europeans, ten are Eurasians and one is a Parsi.

The privileges of the officers in regard to furlough and pension are regulated by the rules of the service, Military, Medical or Uncovenanted, to which an officer belongs.

The Departmental member reports that the classes of the community who seek employment in the Department are Military and Uncovenanted officers in the higher posts, and in the lower, European and Eurasian Military pensioners and Natives of various occupations, and that the Military pensioners make the most efficient Jailors and Warders. By Uncovenanted officers are probably meant officers of the Police, Europeans whether domiciled or not, and Eurasians who usually seek employment in the higher grades of the Uncovenanted service.

Three witnesses were examined by the Sub-Committee.

Mr. Ayaswami Pillay, graduate in Medicine of the Madras Medical College, entered the Medical Department in 1858 and was posted as Native Surgeon to Cuddapah; in 1869 he received charge of the District Jail and has held it ever since. He stated that on an average there are from 100 to 120 prisoners in the Cuddapah Jail, and that his staff consists of a Eurasian Jailor on a salary of R100, a Deputy Jailor on R30, a chief and other Warders; that the only manufacture carried on at this Jail is that of Jail clothing, and that the work of the prisoners is supervised by the Jailor or his Deputy. He mentioned that Jailors are usually either Europeans or Eurasians, a preference being given to pensioned European soldiers; and he asserted, as the result of his experience, that this system does not as a rule work well; that the pensioners are addicted to intemperance, and that three out of four who had served under him had been dismissed for that reason; that they are, moreover, old and worn-out, and that the majority of them are ignorant of the vernacular and have to rely on their Deputy Jailors or Warders as interpreters whereby they are sometimes misled and mischief is often occasioned. He admitted that the Eurasian Jailor at present serving in his Jail has done his work satisfactorily. He stated that the European Jailors serving under him rendered willing obedience to him, and that no difficulty had arisen from the circumstance that he was a Native while they were Europeans, inasmuch as they had respected his position, and he remarked that the respect accorded to a Superintendent would depend on the manner in which he treated his Jailors. He added that he had occasionally had one or two European prisoners in the Jail awaiting trial, and that he had found no difficulty in dealing with them. He stated that he had not

found it necessary to resort frequently to whipping to enforce discipline in his Jail, and that for the last six months in only one case had whipping been inflicted. He considered that there are among Natives many educated men of good social position and, of course, acquainted with the vernacular, who are qualified for Jail work. He entertained the same objection to the employment of pensioned Sepoys as Jailors as he did to the employment of pensioned European Soldiers. He stated that they had been tried and had totally failed; that they disliked night duty, and, regarding the appointments as rewards for meritorious service, they thought that they ought not to be required to do this or any other irksome duty. He said that Native officers had not been employed in Jail work, and that he feared they would be too old to be efficient; otherwise he would have no objection to their appointment as Jailors. He was of opinion that there are Natives of good position who would be competent to take charge of Central Jails, if they underwent a previous training as Superintendents of District Jails, *viz.*, Natives who have taken their degrees or non-graduates who have received a good education; that, although as a rule graduates are inferior in physique, more attention is now being paid to physical education, and that there are a considerable number of Natives in Southern India who possess the necessary physical, moral and educational qualifications for the charge of a Jail. He considered that little progress in education is being made by Mahomedans anywhere in Southern India, except in Madras; but that he thought that there are Mahomedans now being educated who would be likely to accept Jail appointments. He entertained the opinion that in the case of small Jails it is better in every way that the Superintendent of the Jail should always be a Medical man.

Mr. G. O. Grimes, who had for eight years held a Commission in the army and afterwards received an appointment as Superintendent of Jails in the Andamans, entered the Jail Department of the Madras Presidency in 1870, and after holding charge of a District Jail at Pálghat and for seven years of a Central Jail at Cannanore, was subsequently transferred to the Central Jail at Salem, and eventually appointed Superintendent of the Madras Penitentiary. Mr. Grimes believed it to be necessary that the Madras Penitentiary should always be under the superintendence of a European, inasmuch as European prisoners are confined in that Jail, and he thought that a Eurasian would not be a fit person to have charge of it. He was unable to say whether a Superintendent who had been for a long time in charge of it was a Eurasian. Mr. Grimes considered that the Superintendent of a Central Jail holds a very responsible position, and said that he did not know any class of Natives of the country who are fit for such appointments, nor any Natives whom, as a class, he thought qualified to hold the Superintendentships of District Jails. He stated that he was aware that some Natives in the Medical profession had held such charges, but that he had had no experience of them.

The Inspector-General at this point observed that in his opinion Native Medical officers are fairly efficient as Superintendents; but he mentioned that he had formed his opinion on a single instance, and he added that he had had Eurasian Assistant Surgeons as Superintendents and did not consider them very efficient.

Mr. Grimes stated that except in two instances he had had no Native Jailors under him, that in one of the two instances a Brahman, a Native of Southern India, had held the office of Jailor in the Pálghat Jail where between 500 and 600 prisoners were confined, and had done his work well, but that, owing to his fear of the prisoners, he had failed to maintain discipline; and that, in the other instance, a Parsi had held the post of Jailor in the Cannanore Jail, and was a very good man indeed and very efficient in maintaining discipline. He added that the Parsi was a very exceptional man, of extremely good physique, and that he had saved the life of a former Superintendent on the occasion of an outbreak among the prisoners.

Mr. D. A. McCready, who was born and educated in India, entered the Police Department and served as an Inspector for about five and a half years when he was appointed Jailor in the Rajahmundry Central Jail. This appointment he held for nine years when he was transferred to the Madras Penitentiary. He was subsequently appointed Officiating Superintendent of the Tanjore Jail. Mr. McCready stated that in the Rajahmundry Jail, the number of prisoners during the famine rose to 1,100, and at the time of the Rampa rebellion averaged 750; that for three and a half years his Deputy Jailor at that Jail was a Hindu of the Weaver caste from the Northern Circars who had been an Inspector of Police, and that he was a very good Jailor and to a great extent capable of enforcing discipline. He mentioned that when he was at the Tanjore Jail, his Jailor was a domiciled European who had first served as a Clerk in the Madras Bank and then as a Warder in the Penitentiary, and that as Jailor he did his work most efficiently. He considered that it took an officer about three years to acquire a thorough knowledge of his Jail duties. He stated that a Jailor is directly responsible to the Superintendent for the general administration of the prison, and communicates the orders of the

Madras. Jails.

Superintendent to the subordinates; that it is his duty to see to the admission of prisoners, to examine the warrants under which they are brought in, and to release them on the expiry of their sentences; that he is required to keep the registers in his own handwriting, unless he is specially permitted to have an assistant for that purpose, and to keep a cash-book and account to the Superintendent for advances received for petty expenses. He was of opinion that it is desirable to have a class of Assistant Jailors in training for Jailors, but he mentioned that it is customary in the Department to promote to Jailorships only men who have had some training in the Department in subordinate posts, and that he could not suggest any improvement in the present constitution of the Department. He was not aware that any prohibition existed against the appointment of Jailors to Superintendentships in any Jail; and he thought that some Mahomedans might be qualified to be Superintendents of Jails if they were trained in District Jails; but he admitted that men of education are required for these posts, and that few such men would care to enter the Department, if they are offered no higher ultimate prospect than the post of Jailor on R100. He considered that, if it is intended that Natives of the country or Eurasians should be appointed Superintendents, they should have a certain amount of training; that for instance they might, as Jailors, be put in to act when the Superintendent went on leave. He stated that the present practice is on such occasions to put a Medical officer in charge of the Jail; but his experience is that the Jailor is virtually Superintendent, inasmuch as the Medical officer is unable to attend at the Jail for more than an hour daily and generally lives at a distance of three or four miles from it. He considered it inexpedient to throw open the appointments of Superintendents to competition, because it is requisite that a Jail Superintendent should be a man capable of dealing, and who has had practical experience of dealing, with bodies of men; he added that much the same qualifications are required in the Superintendent of a Jail as in the Commanding officer of a Regiment; with this difference that the Superintendent has fewer Non-Commissioned officers to assist him.

Mr. McCready also considered it inexpedient that a Medical officer should hold the office of Superintendent, for if the Medical officer has also civil charge of a station, he cannot give his undivided attention to the Jail; and speaking from his experience of Medical Superintendents under whom he had served, he had found that they were inclined to pamper the prisoners, and did not obtain the proper amount of labour from them.

He also pointed out that, where the superintendence and the medical charge of a Jail are held by separate officers, what escaped the notice of one would be probably observed by the other, and he considered that, if there were no other reason for separating these duties, it is a sufficient one that there should not be committed to one officer the power of inflicting corporal punishment and the duty of determining whether the offender is in such a state of health that it can be inflicted with safety; he stated that in his experience he had known no instances in which there had been serious friction between a Superintendent and a Medical officer, although he had heard that some friction had arisen in other Jails. He considered that an officer who had received a training in the Police might, on being appointed Superintendent, learn the routine of a Jail in a month, but that he would not master the whole of his Jail duties under three years. In answer to a question put by the Inspector-General as to his position in society since his promotion, Mr. McCready stated that it was somewhat difficult, but that he was not deprived of society.

Bombay.

Bombay. Jails.

The duties of the Inspector-General of Prisons, Bombay, are discharged by the officer who is also Inspector-General of Registration and Stamps, for which duties he receives a salary of R2,000. The present incumbent is an Uncovenanted officer, a European.

There is also a Personal Assistant, an Uncovenanted officer, who receives a salary of R250. This officer also is a European.

In the City of Bombay there are two Jails, the House of Correction and the Common Jail.

The Superintendent of the House of Correction, a European, formerly an officer in Her Majesty's Army, receives a monthly salary of R500, and as Governor of the Government Workhouse, a further allowance of R50. The Superintendent of the Common Jail, a European, who had served for many years as a clerk in the Inspector-General's Office, receives a salary of R300.

European prisoners are detained in the House of Correction. In this Jail there is a Deputy Jailor, a European, on a salary of R140, and three Warders, two Europeans and one Eurasian, on salaries of R125.

There is only one Central Jail in the Bombay Presidency—that at Yarauda. The Super-

intendent is a European officer of the Medical service, and receives a monthly salary of ₹950; but he is also in charge of the District Jail at Yarauda and receives, in respect of that charge, an additional allowance of ₹100.

The staff of the Central Jail consists, in addition to the Superintendent, of a Jailor, a domiciled European, who receives a salary of ₹200 rising to ₹250; one Deputy Jailor, a Parsi, on ₹120; and three European Warders, one of whom is domiciled in India, on salaries of ₹100. European prisoners sentenced to long terms of imprisonment are sent to this Jail to undergo their sentences.

The District Jails at Ahmedabad and Dhuliakot are at present placed under the charge of one Resident Superintendent, a European, who draws a combined salary of ₹450 with ₹40 for house allowance.

There are Resident Superintendents at the District Jails at Karachi and Thana, on salaries varying from ₹200 to ₹350; one of these appointments is at present held by a domiciled European, the other by a European not domiciled.

In the other District Jails the office of Superintendent is held *ex-officio* by the Medical officer of the station, the allowance varying from ₹50 to ₹150 according to the class of Jail, or by a Deputy Collector who receives no allowance.

Of the ex-officio Superintendents, nine are Europeans, one is a Eurasian, one is a Hindu, and one is a Parsi.

Jailors, of whom there are twelve divided into four grades, draw salaries of from ₹50 to ₹200. Two are domiciled Europeans, three are Eurasians, one is a Hindu, one is a Mahomedan three are Parsis, and two are Jews.

Of the appointments of Jailors carrying a salary of ₹100 and upwards, two are held by domiciled Europeans, two by Eurasians, two by Parsis, and one by a Hindu.

Deputy Jailors, of whom there are ten, receive salaries less than ₹100.

There are two extra-mural or working gangs composed of prisoners under sentences of imprisonment for a period not exceeding two years. These working gangs are employed in executing works under the Public Works Department.

The Superintendent of the Nára Gang, a Parsi Assistant Surgeon, receives a salary of ₹350 with ₹20 horse allowance; a Jailor on ₹100, also a Parsi, is attached to the Nára Gang. The Superintendent of the Bíjapur Gang, a domiciled European, receives a salary of ₹350.

The Resident Superintendents of Jails are appointed by Government on the recommendation of the Inspector-General, and are usually selected from persons who have an intimate acquaintance with Jail management and discipline, such as Jailors or clerks in the office of the Inspector-General.

The first appointments of Jailors are, as a rule, made from candidates seeking employment who are not already in the Department, the man whose antecedents, character and qualifications indicate him as likely to prove the most efficient Jailor being selected.

The Departmental member states that it has been found from experience that, except in the case of small subordinate Jails, the Head Clerks of Jails are unfitted for the duties and responsibilities of a Jailor. Deputy Jailors are, however, generally selected from the most deserving Head Clerks, who are required to be good English writers and to have a fair knowledge of accounts.

The six European or Eurasian Warders, who are employed only in the Jails in which European prisoners are usually confined, are selected, as a rule, from pensioned soldiers of the British Army.

Where the officers of the Department are not entitled to the benefit of other rules, the conditions of their service, in respect of pension and furlough, are regulated by the rules of the Code applicable to the Uncovenanted Service generally.

In addition to the Central and District Jails there are several Sub-Jails in charge of Native Jailors on salaries of ₹10.

The Departmental member reports that all classes of the community seek employment in the Jail Department, but that the greater number of the appointments are held by Brahmans. For executive work and for energy, self-reliance and a proper appreciation of discipline and method, the several classes in his judgment would rank in the following order—

(1) Europeans.	(4) Jews.
(2) Parsis.	(5) Mahomedans.
(3) Eurasians.	(6) Hindus.

Four witnesses were examined by the Sub-Committee at Bombay and two at Poona.

Bombay.
Jails.

Dr. Turnbull of the Indian Medical Service, who had held the appointments of Superintendent of a District Jail and Acting Inspector-General of Jails, gave it as his opinion that it is necessary that the Superintendent of a House of Correction should be a European, because there are generally a large number of European sailors confined there, and he did not think that a Native would have sufficient moral influence to deal with them. As regards the Common Jail, he thought that it would depend on the qualifications of the Native whether he would be fit to be put in charge of it. He mentioned that one of the four Resident Superintendentships had been held by a Parsi, and that a Parsi Assistant Surgeon had charge of a working gang; and although he stated that he would not himself have selected the particular officer for that charge, he added that it was not on the score of race that he entertained any objection to him. He considered it an advantage that the Personal Assistant to the Inspector-General should be a European, but that it is not absolutely necessary that he should be of that race. So long as Europeans are confined in the Jail he thought it desirable that there should also be a European Jailor and European Warders. Dr. Turnbull spoke of the Parsi Deputy Jailor in the Central Jail as a very efficient officer, and expressed his preference for Parsis or Mahomedans as Jailors to other Natives as they have more firmness. He approved of the system of combining the superintendence with the medical charge of a Jail as less likely to cause friction. In answer to a question whether use might not be made of Native medical graduates as Superintendents of the District Jails, he expressed doubt whether graduates would be willing to devote their whole time to the supervision of a Jail for the allowance now paid to the Civil Surgeon, and he added that it would be difficult to make a selection of a competent man by reason of the paucity of medical graduates with sufficiently high qualifications; but he informed the Sub-Committee that all the Medical Superintendents in charge of Jails are not Europeans. He stated that it is difficult to get educated Mahomedans or indeed educated men of any nationality to take Jailors' appointments.

Mr. Ganesh Sadasiv Bhide, Jailor in the Nasick Jail, stated that he desired to see a Native Jailor tried in the position of Superintendent and expressed himself satisfied with the distribution of promotion in the Department.

Mr. W. Willis, Superintendent of the Thana Jail, who had held charge as Superintendent of the Bíjapur Gang, stated that the duties of Superintendent of a working gang are more difficult and responsible than the charge of a Jail.

He considered that Natives are not so good as Europeans as Jailors, because they have not sufficient strength of mind. Among Natives he preferred Mahomedans as Jailors if they had sufficient education, but he added that he had had no experience of Parsis.

Dr. Greany, who had held charge of District Jails and also of the Bombay Central Jail, considered it desirable that the medical charge and superintendence of Jails should be combined, both on economical grounds and to avoid friction. He expressed his preference for Europeans as Superintendents because of their greater firmness in Jails where Europeans or unruly prisoners are confined. He admitted that he should feel greater difficulty in selecting a Superintendent of a working gang; because although a European by reason of his greater energy is in some respects to be preferred, a Native by reason of his better knowledge of the prisoners and of the vernacular is able to get better work from them. He mentioned that he had had both a Parsi and a Eurasian as Jailors under him, and both had done their work well.

Mr. Framji Cowasji, Deputy Jailor of the Central Jail, Yarauda, thought it desirable that the duties of Superintendent and Medical officer should be combined in the case of large Jails. He mentioned that Native Medical officers are in charge of some District Jails, and that the Native Medical officer who is in charge of the Nára Gang has been well spoken of in official reports. He considered that Natives are competent to take charge as Superintendents of District Jails, and mentioned that he had himself held charge of the Poona District Jail, while the Superintendent of that Jail resided at Yarauda, a distance of five miles from the Poona Jail. Seeing that there are only seven European prisoners in the Yarauda Jail and that there is a European Superintendent and European Warders, he was not prepared to say that the office of Jailor in that Jail might not be held by a Native.

Mr. Moreshwar Sakharam, a pensioned Jailor, expressed his opinion that Natives are capable of discharging the duties of Jailors in all Jails, even in Central Jails, and if they are acquainted with English, could undertake the office of Superintendents. He thought that the duties of Superintendent and Medical officer should be combined in Jails where the officer is resident, but not at other Jails where the Superintendent, a Civil Surgeon, does not reside in the Jail and cannot give his whole time to the Jail work. He was of opinion that the Superintendent should always be resident.

Bengal.

Bengal. Jails.

The Jail Department in the Lower Provinces of Bengal has been reorganized since 1878. The administrative head of the Department is the Inspector General of Jails, who is also *ex-officio* Inspector of Civil Hospitals and Dispensaries. The salary of the appointment for these combined duties is ₹2,000 a month, with a travelling allowance of ₹250. The present incumbent of the office is a European, Surgeon-Major A. S. Lethbridge, M.D. At head-quarters there is a Superintendent of Jail Manufactures, who advises the Inspector General in all matters connected with manufactures and machinery, and has charge of the Jail Depôt in Calcutta, and supervision of all the machinery in the Department. The pay of the appointment is ₹750 a month, and it is at present held by a European, a Mechanical Engineer by profession, whose services were obtained from the Small Arms Factory at Dum-Dum. There is also attached to head-quarters an officer who is termed the Personal Assistant, and receives a salary of ₹300 rising to ₹500. The present incumbent of this post is a domiciled European. There are other appointments in the head-quarters office carrying salaries of ₹100 and upwards which are held by Hindus, but the duties are purely clerical.

The Jails in Bengal under the charge of the Department are divided into three classes, *viz.*, Central Jails, District Jails, and Subsidiary Jails. The Presidency Jail and the Central Jails at Alipur, Buxar, Midnapur, Bhagalpur, and Dacca are placed under the charge of Superintendents: these officers are all Europeans, and are appointed from the grade of Assistant Superintendents of Central Jails, in which grade they receive training for jail work. The Central Jail at Rajshahye is placed under the charge of the Civil Surgeon of the station, who receives a salary of ₹300 a month as Superintendent, in addition to the pay of his appointment. The Superintendent of the Alipur Central Jail is *ex-officio* Deputy Inspector General of Jails. In the absence of the Inspector General of Jails from Calcutta, he exercises in emergent cases the powers of the Inspector General, and supervises the Inspector General's office. He is also *ex-officio* Vice-President of the Board of Management of the Reformatory School at Alipur.

The Assistant Superintendents are recruited by selection from the grade of Assistant Superintendents of the Bengal Police, and the Jail Code provides that every officer so appointed shall undergo the following course of training in his duties—"(1) He shall be appointed for three months to the office of the Inspector General, where he shall make himself acquainted by practical experience with the checking and auditing of bills, and the checking of returns and routine work generally; (2) he shall be attached to a 1st class Central Jail, to be put in charge in rotation of the several branches of Jail management, and shall carry on his duties under the immediate supervision and orders of the Superintendent, *i.e.*, he must for specific periods, say two or three months, keep and prepare with his own hands the account books, bills, and returns of the Jail in rotation, and supervise the routine work of the Jail, such as the distribution of labour, measuring of tasks, changing of watches, parades, &c., * * * *; (3) he shall undergo training in military drill, and shall thoroughly qualify himself to drill his Warders."

There are three Assistant Superintendents of Central Jails on salaries of ₹400, ₹300, and ₹250 respectively. These officers are at present all Europeans. The object of the institution of this grade was to provide a course of training for Superintendents.

The medical charge of a Central Jail, where the Superintendent is not a Medical officer, is held by the Civil Surgeon or Civil Medical officer of the station, who receives for his services, in addition to the salary of his office, an allowance of ₹100 a month. Native Assistant Surgeons hold the medical charge of the Central Jails at Alipur and Buxar.

For the purpose of carrying on the various manufactures established for the employment of prisoners in Central Jails, officers are selected on account of their special technical knowledge, and are appointed without previous training in the Department. These officers in the Alipur, Bhagalpur, and Presidency Jails are termed Deputy Superintendents; two of them are in receipt of salaries of ₹400 rising to ₹600; the third receives a salary of ₹350 rising to ₹500.

The staff of the Alipur Jail includes a Jute Mill Manager on a salary of ₹320 rising to ₹400, and two Foremen on salaries of ₹240 rising to ₹300.

Attached to the Bhagalpur Jail is a 1st Factory Assistant with a salary of ₹170 rising to ₹220, and a Carder and Spinner with a salary of ₹150 rising to ₹200.

Attached to the Buxar Jail is a Tent-maker on a salary of ₹85 rising to ₹110.

One of the highest paid Deputy Superintendents and one of the Foremen are Eurasians. The Tent-maker is a Mahomedan. With these exceptions, the appointments are held by Europeans.

Bengal.
Jails.

There are four Warders at the Presidency Jail receiving salaries of R150, R120, R110, and R100 respectively. These men are Europeans, and have been selected from retired Non-Commissioned officers of the British Army.

There are two Reformatory Schools under the charge of the Bengal Jail Department. The Superintendent of the Alipur Reformatory receives a salary of R300 rising to R400. The post is now held by a domiciled European.

The Superintendent of the Hazaribagh Reformatory receives a salary of R200 rising to R250. The officer at present in charge is a European.

The District Jails in Bengal are placed under the executive and medical charge of the Civil Medical officers of the station as Superintendents. These officers receive an allowance of R75 or R100 a month, according to the class of jail of which they have charge. Out of thirty-seven appointments, ten are filled by Medical officers who are Natives of Bengal. The Jail Department has no power to appoint or remove these officers, their appointments and transfers being regulated by the Medical Department.

Jailors, Deputy Jailors, and Assistant Jailors are constituted into a graded service.

A candidate for employment as a Jailor must possess the following qualifications:—

He must be of good constitution and fit for Government service. He must be not more than 25 years of age, nor under 5 feet 6 inches in height. He must have passed the Entrance examination of the Calcutta University, and must have a thorough knowledge of English and of the vernacular—Bengali, Urdu, or Hindi. If he possesses these qualifications, he is admitted as an Apprentice Assistant Jailor. He is then instructed in jail work and in the drill required of Warders. During this period of instruction he receives no salary. When sufficiently qualified, he is appointed in his turn Assistant Jailor and receives a salary of R40 rising to R50.

The Inspector General states, in proof of the popularity of the service, that at the date of his note there were eleven apprentices on the list, of whom the majority had been in training for upwards of one year, and that for some time he has been obliged to refuse applications, as the number of apprentices already entertained is sufficient to fill the few vacancies that might be expected in the salaried appointments.

From the Assistant Jailors of the longest service selection is made by merit for promotion to the grade of Deputy Jailor; and as the officers of this grade are regarded as qualifying for Jailorships, no Assistant Jailor is promoted to it who is not considered likely to make a good Jailor.

The Deputy Jailors receive salaries of R50 rising to R60. They are trained in the Central Jails, and when they have proved themselves qualified, they are in turn appointed Jailors of District Jails. If an officer so promoted proves unequal to the duties of the post, he is reduced to the grade of Assistant Jailor, and remains in that grade for the rest of his service. The Apprentice Assistant and Deputy Jailors are all Natives of the Presidency with the exception of a few officers of European parentage, who are appointed to the larger Jails or to Jails where European prisoners may be confined.

All Jailors are appointed by promotion from the grade of Deputy Jailors. Entering in the lowest grade, they are promoted from grade to grade, according to merit and seniority combined. The European Jailors are appointed by selection from the European Warders of the Presidency Jail, who are retired Non-Commissioned officers of the British Army.

In the 1st grade of Jailors there is one appointment with a salary of R275 rising to R350. This is now held by a domiciled European.

In the 2nd grade there are three appointments with salaries of R225 rising to R275. These are held by two Europeans and one Eurasian.

In the 3rd grade there are four appointments with salaries of R175 rising to R225, of which one is held by a European and three are held by Hindus.

In the 4th grade there are eight appointments with salaries of R125 rising to R175. All are held by Hindus.

In the 5th grade there are fifteen appointments with salaries of R100 rising to R125. Thirteen are held by Hindus and two by Mahomedans.

In the 6th grade there are also fifteen appointments with salaries of R75 rising to R100, of which fourteen are held by Hindus and one by an Asiatic Native of another sect.

The Subsidiary Jails in Bengal are eighty-four in number, one in each sub-division. No prisoner should be detained in a Subsidiary Jail for more than fourteen days. If a prisoner receives a longer sentence, he is forwarded to the District Jail, as are also prisoners who are committed for trial to the Sessions Court.

The Sub-divisional officer is the Superintendent of the Subsidary Jail, and a Native Medical officer performs the duties of Jailor, for which he receives ₹10 a month.

When in 1879 the Governor General in Council issued instructions requiring special sanction for the employment of Europeans in posts carrying a salary of ₹200 and upwards, Dr. W. Walker, Inspector General of Jails, North-Western Provinces, moved the Government of India to include the Jail Department among the Departments excepted from the operation of the general rule. The Governor General in Council, while admitting that it might be necessary to employ Europeans in some of the higher appointments in the Jail Department, did not consider it desirable to exempt appointments in that Department from the operation of the rule. Consequently the appointment of persons other than Natives of India, as defined by the Statute 33 Vic., Cap. 3, to the Jail Department on salaries of ₹200 and upwards, must in each case be submitted for the previous sanction of the Governor General in Council.

With regard to the employment of Natives of Asiatic parentage in the Jail Department, the Inspector General is of opinion that the post of Superintendent of a Central Jail requires special qualities not usually found in Natives of Bengal, and therefore considers that the employment of such Natives in this grade cannot be recommended.

He testifies that the Native Assistant Surgeons in medical charge of the Alipur and Buxar Central Jails do their work thoroughly well. He mentions that an able Parsi, who had acquired experience in cotton mill management in Bombay, made an efficient Deputy Superintendent at the Buxar Central Jail, and considers that there is no objection to the employment of Natives in this or cognate posts if they are qualified by previous training in the industry carried on in the Jail. He observes that the early training received by Apprentice Assistant Jailors, who are all Asiatic Natives of Bengal, has had the effect of turning out excellent Jailors from what at first would appear unpromising material, and that the marked success and popularity of the service could be judged from the fact that, whereas in former days the dismissal of Jailors for incompetency and dishonesty was common, it is now extremely rare.

With the exception of the Warders of the Presidency Jail above referred to, all the head Warders in the Bengal Jails are Natives of India, Mahomedans and Hindus being fairly represented in those grades; but the Inspector General states that, as a rule, preference is given to men from Behar or the North-Western Provinces, as the inhabitants of the Lower Provinces make very indifferent Warders.

Mr. A. D Larymore, Superintendent of the Alipur Central Jail, and Mr. Peter Donaldson, Superintendent of the Presidency Jail, were produced as witnesses by the Departmental member: no witnesses volunteered their evidence to the Sub-Committee.

Mr. Larymore, whose experience extends not only to the Central Jail at Alipur, but also to the Central Jails at Midnapur and Hazaribagh, stated that he had known Native Police Assistants whom he would be willing to receive as Assistant Superintendents under him, but that he had known no Natives whom he would appoint to the independent charge of a Central Jail. As a difficulty in the way of the employment of Natives as Assistant Superintendents, he mentioned that there are only three officers in that grade, and that at any time they might be required to officiate as Superintendents, and that usually two Assistants in each year do so officiate. He also stated that he would not object to the promotion of Jailors to the grade of Assistant Superintendent, if it were understood that they were to get no further promotion. He hesitated to recommend the appointment of Natives as Deputy Superintendents, because these officers are required to render assistance in maintaining discipline and exacting proper work from the prisoners; but he admitted that the Parsi mentioned by the Inspector General had made an excellent Deputy Superintendent.

Mr. Larymore complained of the illiberality of the furlough rules applicable to the Uncovenanted Service, and desired that a system of progressive pensions should be adopted, commencing with $\frac{15}{60}$ths after 15 years' service.

Mr. Donaldson asserted that he knew of no Native who was qualified to fill the position of Superintendent of a Central Jail. He expressed his doubt whether the system of recruiting Assistant Superintendents from the Police is better than that of making selections from all classes of persons who may be qualified for such employment. He stated that the Parsi Deputy Superintendent at Buxar had been obtained through him, and that he considered that Natives, if otherwise competent, are preferable to Europeans for employment as Deputy Superintendents, because they are better acquainted with the language and the feelings of the prisoners, and because in many ways the prisoners work better with them. Mr. Donaldson testified that the Parsi Deputy Superintendent maintained discipline efficiently so far as it was

Bengal. Jails.

incumbent on him to do so, but added that the Deputy Superintendents have very little to do with discipline, except in so far as they have to enforce industry.

He also complained of the illiberality of the leave and pension rules.

North-Western Provinces and Oudh.

N.-W. P. and Oudh. Jails.

The staff of the Jail Department in the North-Western Provinces and Oudh consists of 27 officers drawing salaries of ₹100 and upwards, and not engaged in purely clerical duties. The Inspector General receives a salary of ₹1,833: the office is at present held by an officer of the Bengal Staff Corps.

There are three classes of Jails, *viz.*—(1) Central Jails; (2) District Jails, divided into four classes, according to the accommodation afforded in them; and (3) Lock-ups.

The Central Jails are six in number, and are situated at Agra, Fatehgarh, Allahabad, Benares, Bareilly, and Lucknow.

Under the orders of the Government of India contained in Resolution No. 17—481-94, dated 31st October 1884, the posts of Superintendents of Central Jails are reserved for Covenanted Medical officers, and the offices of Superintendent and Medical officer are thus combined. As a special case, an Uncovenanted officer has been allowed to retain the post of Superintendent of the Agra Central Jail.

The salary of the Superintendent is ₹700 rising to ₹950 and a house. Vacancies among Superintendents are filled by selection from the best qualified among the Civil Surgeons of Districts who have held charge of the smaller Jails; but as Medical officers holding these appointments are not allowed to practice their profession outside the Jail, difficulty is experienced in obtaining Civil Surgeons who are willing to join the Department, and at the time the Sub-Committee held its enquiry an Uncovenanted officer had been appointed to the charge of a Central Jail, because no qualified Civil Surgeon could be found to undertake it. The Superintendents are at present all Europeans.

There are no Deputy Superintendents in charge of manufactures in the Central Jails of the North-Western Provinces and Oudh, but one mechanic is engaged on a salary of ₹250 rising to ₹300 to look after the steam machinery at Agra. This officer is at present a European.

In every Central Jail there is maintained the following European staff:—

1 Jailor on ₹200 rising to ₹250.
1 Assistant Jailor on ₹150 rising to ₹175.
1 Warder on ₹100 rising to ₹125.
1 Matron on ₹50.

The European Jailors, Assistant Jailors, and Warders are, with a few exceptions, retired Non-Commissioned officers and soldiers of good character. The Matron is usually the wife of one of the European staff. Two of the European Jailors are domiciled in India.

The other subordinates in a Central Jail are Natives, and the highest salary enjoyed by any of them is ₹55.

District Jails are ordinarily placed under the supervision of the Civil Surgeon or other Civil Medical officer, who receives an allowance of ₹50 to ₹150, according to the class of Jail of which he has charge.

Eleven District Jails in the North-Western Provinces are in charge of officers of the Subordinate Medical Department, Senior Apothecaries, who are principally domiciled Europeans or Eurasians.

In the absence of qualified Medical officers, the executive charge of a District Jail is assigned to one of the Subordinate Magistrates, generally a Native Deputy Magistrate, and the medical charge devolves on the Native Assistant Surgeon.

A Native Assistant Surgeon of ten years' service may, if otherwise qualified, be placed in executive charge of a District Jail.

The Daroga, or Native Jailor, is the chief officer under the Superintendent and the actual manager of the Jail. Twelve officers of this grade receive salaries amounting to ₹100; of the others, the pay varies from ₹50 to ₹100. Nine of these Darogas are Hindus and three Mahomedans.

As a rule Darogas are appointed from clerks who enter the Department on ₹15 to ₹20 a month, and assist in the management and discipline of the Jail, and are by degrees entrusted with the supervision of industries, the issue of rations, measuring up of daily tasks, distribution of labour, and the custody and preparation of warrants, labour tickets, registers, and accounts.

The Departmental member considers that the European staff of the Central Jails could not be replaced by Eurasians or Natives, as they have frequently European prisoners under their charge, and their presence tends greatly to the maintenance of discipline and the repression of insubordination. He supports his opinion by that expressed by Dr. Walker, the late Inspector General, on the reorganization of the Department in 1871. He observes that the superior offices practically constitute a branch of the Civil Medical Service, and that the inferior offices are of a kind that are little sought after. N.-W P. and Oudh. Jails.

In the North-Western Provinces no witnesses were called by the Departmental member or voluntarily presented themselves for examination.

Punjab.

There are seven appointments in the Jail Department in the Punjab other than clerical which carry a salary of ₹100 and upwards, and are held by officers whose whole time is given to the Department. Punjab. Jails.

The Inspector General of Jails in the Punjab receives a salary of ₹1,500. The office has hitherto always been held by a Medical officer of long standing in the service and with experience of Jail work.

The Superintendent of the Lahore Central Jail, District Jail, and Female Penitentiary, receives a salary of ₹1,050. The appointment is held by an Uncovenanted Medical officer.

The Superintendent of the Central Jail at Chenawan receives a salary of ₹850. The appointment is held by a Covenanted Medical officer. The Chenawan Jail is a temporary jail located at that spot in order to enable the employment of the prisoners on public works which have been undertaken in connection with the Irrigation Department.

Fifteen District Jails are under the executive charge of the Civil Medical officers of the stations in which they are situated, or of Extra Assistant Commissioners in addition to their ordinary duties. For their services as Superintendents, the officers mentioned receive allowances of ₹100 or ₹150 according to the class of Jail. Ten of these officers are Europeans, one is a Eurasian, and four are Hindus. There are 19 other District Jails in the Province with *ex-officio* Superintendents who receive allowances of less than ₹100.

There are two appointments of Deputy Superintendent—one at the Lahore Jail and one at the Chenawan Jail—on salaries of ₹250 each, of which one is held by a Eurasian and the other by a Hindu; but the appointment at Lahore was vacant at the time of the Sub-Committee's enquiry.

The Head Jailors at the Lahore and Chenawan Central Jails receive salaries of ₹150; one is now a Hindu, the other is a Mahomedan.

The Punjab Jail Manual requires that an officer appointed to the post of Superintendent should possess temper and a colloquial knowledge of the Vernacular; that he should be familiar with the rules and orders of Government relating to Jails, and should be sufficiently acquainted with the Code of Criminal Procedure to discharge the magisterial functions of an officer in executive charge of a Jail.

The Departmental member considers that Natives are not well fitted for the executive charge of Jails, inasmuch as they are wanting in energy, self-reliance, and powers of organization, and do not exercise a sufficiently firm control over the Jail establishment; but he adds that the charge of 1st class District Jails has been held only by a few Natives and for short periods, and that in a few instances Native Superintendents have managed the smaller Jails efficiently, and have not displayed the defects referred to.

Surgeon-General Dallas, who was for twenty-one years Inspector-General of Jails in the Punjab, considered that Natives are unfit to take charge as Superintendents of a Jail such as the Lahore Central Jail, for the reasons given by the Departmental member. He allowed that they may do very well for a small Jail, and that the Native Head Jailors at Lahore and Chenawan are very able men.

Dr. Dickson considered that the Native Head Jailors spoken of by Dr. Dallas are well-fitted for their present posts, but not for the post of Superintendent.

Central Provinces.

There are two Central Jails, the Jubbulpore and the Nagpur Jails, of which the Superintendents receive monthly salaries of ₹1,000 and ₹750, respectively. At the date of the return furnished to the Sub-Committee the Inspector-General, a Military officer, was in charge of the Jubbulpore Central Jail as Superintendent, and the Superintendent of the Nagpur Jail was a Eurasian. Central Provinces. Jails.

Central Provinces.

Jails.

The Civil Surgeon of the District is Superintendent of the Central Jail at Raipur, receiving an allowance of R150.

There are fifteen other District Jails in the province of which the Superintendents are the local Medical officers, but the allowances paid to them are less than R100 a month.

Two Jailors on R200 rising to R250 are Europeans domiciled in India, as is also one Jailor whose salary is R150 rising to R200.

There are two Eurasians, Deputy Jailors, on salaries of R125 to 150, one Eurasian, a Deputy Jailor, on a salary of R100 to 125, and two Eurasian Assistant Jailors on salaries of R75 rising to R100.

The appointment of Jailors and Deputy Jailors is vested in the Superintendent, subject to the approval of the Inspector-General of Prisons.

Officers in the Department who have not the benefit of the leave and pension rules applicable to the Military and Medical Services, are entitled to leave and pension as members of the Uncovenanted Service.

The Jailors and other European subordinates in the Central Jails must be able to read and write fairly well and to keep accounts. They must also have passed a prescribed test in the Vernacular. Jailors and Deputy Jailors are required to be persons of good general education and to possess a sufficient acquaintance with English to enable them to correspond and keep accounts in that language.

In the Central Jails the Jailors, Deputy Jailors and Assistant Jailors are always Europeans or Eurasians, and a preference is given to candidates who have served in the army.

The Inspector-General is of opinion that Natives would be of no use in these appointments, inasmuch as they have not the physical strength necessary to carry on the duties, nor the courage and presence of mind to act on their own responsibility in cases of emergency.

He states that he is informed that some time ago Natives were on two occasions tried in these posts in the Jubbulpore Central Jail, and that on both occasions they failed conspicuously and that consequently the experiment has not been since repeated.

In all the District Jails the Jailors and Deputy Jailors are Natives. In both classes of jails the lower subordinates are exclusively Natives.

The Jailors and Deputy Jailors in the District Jails are drawn from the classes of the Native community who ordinarily seek Government service, but Mahomedans are seldom appointed to these posts. This arises not from any disinclination to employ them, but because in many instances their want of knowledge of English is a bar, and the more educated men of that community appear to have a distaste for the sedentary life and monotonous occupation of a Jail official.

The Inspector-General reports that it has hitherto been found necessary to recruit the Warder establishment from Northern India.

Assam.

Assam.

Jails.

The Inspector-General of Jails in Assam also holds the offices of Inspector-General of Police, Inspector-General of Registration, Commissioner of Excise, for half the Province, and Superintendent of Stamps. The appointment is held by a member of the Commission of the standing of a Deputy Commissioner, and the combined salary attached to it is R1,833-5-4.

The charge of a District Jail in Assam, where it is a paid appointment, is held by a Civil Medical officer in addition to his other duties. Where the appointment is not remunerated, an Assistant or Extra Assistant Commissioner is *ex-officio* Jail Superintendent.

Civil Medical officers receive for the charge of the Jail at Sylhet an allowance of R100, for the charge of the Jail of Gauhati an allowance of R100, and for the charge of the Jail at Tezpur R75. These officers are at present Europeans.

The Jailors of three District Jails are Hindus. The Jailors of the District Jails of Gauhati and Tezpur enjoy salaries of R75 rising to R100. The Jailor of the Sylhet Jail receives a salary of R80 rising to R125. These appointments are held by Hindus.

In the subsidiary jails, the Jailors receive salaries varying from R30 to R50, which the Inspector-General pronounces to be in some cases hardly sufficient, while the Jail work of the Sub-divisional lock-ups is attended to by Head Constables, who receive no allowance for these duties.

The pay of Warders varying from R6 to R9 is, in the judgment of the Inspector-General, insufficient to secure trustworthy officers.

Berar.

Berar.

Jails.

The office of Inspector-General of Jails is held by an officer of the Bombay Staff Corps, who is also Inspector-General of Police and of Registration.

Berar.
Jails.

The Superintendents of Jails in Berar are all Civil Surgeons who hold the appointments in conjunction with their other duties. The allowance paid to each of two officers, who are Europeans, for these duties is ₹150.

There are two Jailors, domiciled Europeans, who receive salaries of ₹115 and ₹100 respectively.

There are no other appointments in the Department carrying a salary of ₹100.

The appointment of Jailors and Darogahs is made by the Superintendents subject to the approval of the Inspector-General. All inferior appointments and promotions are made by the Superintendents.

The leave and pension of officers in the Department who are not entitled to the benefit of the rules relating to the Military and Medical Services, are regulated by the rules applicable to the Uncovenanted Service.

There is no marked predominance among the classes who apply for employment, but the Local Administration reports that the service is not very popular.

Appendix O. 8.

METEOROLOGICAL SURVEY DEPARTMENT.

INDIA.

India.

Meteorological Department.

IT was intended that Sir Edward Buck, Secretary to the Government of India in the Revenue and Agricultural Department, should have attended the inquiry as Departmental member, but unfortunately he was prevented from doing so. It was not considered necessary to impose on him the trouble of preparing a Departmental note, inasmuch as the particulars concerning the Department could be, and were, furnished by the examination of Mr. J. Eliot, the Officiating Meteorological Reporter to the Government of India, who was in charge of the Department.

The Meteorological Department possesses a staff of six gazetted officers. The Meteorological Reporter to the Government of India and the Assistant Meteorological Reporter to the Government of India are attached to the Central Office; four Meteorological Reporters are stationed respectively at Calcutta, Madras, Bombay, and Allahabad. The Meteorological Reporter to the Government of India receives a salary of ₹1,800. The Assistant Meteorological Reporter to the Government of India, who also performs the duties of Meteorological Reporter for the Punjab, receives a salary of ₹500 rising to ₹750, and the same salary is paid to the Meteorological Reporter at Bombay. The Meteorological Reporter at Calcutta receives a salary of ₹450; the Reporter at Madras a salary of ₹300 and at Allahabad a salary of ₹250. The officers stationed at Calcutta and Allahabad are not expected to devote their whole time to the Department; the appointments are at present held by officers of the Educational Department. The Meteorological Reporter at Madras, at present a lady, is expected to devote her whole time to the Department. The salary of ₹300 attached to the appointment was fixed when the office was held by the Government Astronomer in connection with his proper duties.

The Department has not as yet been so thoroughly constituted that rules have been prescribed regarding the appointing authority; the present Imperial Department was grafted on to existing local Departments: hence it has happened that the appointments at Allahabad and Calcutta are made by the Local Government, and the appointments at Madras, Bombay, and for the Punjab by the Local Governments in consultation with the Meteorological Reporter to the Government of India.

The Assistant Meteorological Reporter to the Government of India was appointed by the Secretary of State, while Mr. Blanford, who holds the substantive appointment of Reporter to the Government of India, and Mr. Eliot, who is acting for him, were transferred from the Educational Department by the Government of India.

Subordinate to the Reporters are a staff of Observers, of whom two only, the Meteorological Observer at Alipore and the Actinometric Observer at Mussoorie, receive a salary of over ₹100.

The gazetted appointments are all held by Europeans not domiciled. The Observers are supplied by many races, *viz.*,—Europeans, Eurasians, Hindus, Mahomedans and Parsis, the great majority of them being Natives of Asiatic descent. With the exception of the Observer at Alipore, a Bengali graduate, and the Actinometric Observer, a European who devotes his whole time to the work, they receive very small salaries, inasmuch as a portion only of their time is devoted to the work of the Department. Some of them are clerks to Civil Surgeons, Telegraph Officers, clerks in jails, Overseers in the Public Works Department, &c.

Mr. Eliot is of opinion that the Reporters should be good mathematicians and physicists and acquainted with the literature of meteorology of all countries where the science is studied or observations are accurately recorded. Judgment and experience are also, he considers, requisite to avoid hasty conclusions, while at the same time, quickness of inference is necessary especially in forecasting atmospheric disturbances, and particularly those of a cyclonic character. He considers that the educational institutions in this country, owing to their omission to teach modern European languages, especially French and German, in which much of the meteorological literature is written, would not, as a rule, provide suitable officers for employment as Reporters, and that ordinarily they fail to impart sufficient instruction and practical training in science. He admits that there may be exceptional men among those educated in this country,

who would be suitable for employment in the higher ranks of the Department, and he instances especially Mr. Ashutosh Mukerjee, though he thinks it doubtful whether the emoluments attached to offices in the Department would satisfy his legitimate ambition. He by no means advocates any rule prohibiting the employment of Natives in the Department, but considers that at present it will be more economical and safer to employ European agency. He observes that in this and in all scientific Departments in India, owing to the smallness of the staff, it is absolutely requisite that measures should be taken to secure the most competent and reliable men that can be obtained for the salaries offered. For the appointment of European officers he advocates selection by the Secretary of State on the recommendation of the Meteorological Council in England. It may be noticed that Mr. Eliot was himself Second Wrangler and First Smith's Prizeman of his year. He was induced to accept employment in India partly because his health required residence in a warm climate, and, whilst in the Educational Department, he undertook work on behalf of the Meteorological Department in connection with his other duties. Mr. W. L. Dallas, the Assistant Meteorological Reporter to the Government of India, was employed for ten years in the Meteorological Department of the Board of Trade in England, and was then recommended by that Department to the Secretary of State for appointment to the office which he now holds.

Mr. Dallas concurs generally in the views expressed by Mr. Eliot as to the qualifications for the higher posts in the Department, and approves of the method of selection which Mr. Eliot recommends. He considers it desirable that officers employed in the upper grades should have the benefit of a European or an American training, and that it is necessary for the maintenance of their efficiency that they should visit Europe periodically and make themselves acquainted with the theories discussed, though possibly not yet published, among the scientific men of the day. It is satisfactory to notice that in Mr. Dallas' opinion the aims of the Department in India are higher than those of the Meteorological Department of the Board of Trade, and that the work is better done.

Mr. Eliot has detailed in his evidence the duties of the several members of the Department. The Observers are required to register observations and transmit them with punctuality to the provincial Reporter and to the Central Office. Each provincial Reporter superintends and inspects the observatories within his Province and tabulates the observations forwarded to him by Observers and sends them on to the Central Office. The Central Office checks these tabulated returns and publishes annual and other reports based on the reduced observations. Storm forecasts are issued by the Bengal Reporter to the coasts of the Bay of Bengal. The Bombay Reporter warns the Bombay coast. The Government Astronomer for Madras has hitherto warned the port of Madras. From the Central Office there are issued daily weather reports and periodical forecasts of a more general character than those which are issued by the local Reporters, as, for example, the forecast of the character of a south-west monsoon rainfall. Among the other publications of the Department there have been issued as the result of fifty thousand observations, obtained in a large degree from logs of ships, weather charts of the Bay of Bengal and the adjacent sea north of the Equator, showing in every month of the year the average directions of the winds, the normal atmospheric pressure, and the specific gravity and temperature of the currents at the sea surface; and the Department is at present engaged in compiling similar charts of the seas on the west of India.

The qualities required in Observers are honesty and accuracy of work and acquaintance with the instruments in use. Instruction in the working of the instruments and in their duties generally is afforded at the provincial head-quarters to all persons who desire employment as Observers.

In this, as in other Departments, the Government of India has shown its desire to secure the education of Natives for employment in the higher grades of the Department. In a letter No. 123, dated 18th September 1884, the Government approved of a proposal to train Natives of the Upper Provinces for the Central Office establishment, and at the same time suggested the training of a Native clerk to perform more advanced work, so that he might be able to carry on the current duties during Mr. Dallas' absence on tours of inspection or on leave. The Meteorological Reporter to Government in his reply No. 147S., dated 14th October 1884, expressed his opinion that the suggestion was well worthy of trial, and, if found practicable, would prove of great convenience. He observed:—"For an experiment of this kind it will be necessary to select a youth of greater capacity than is requisite for ordinary clerical duties, of a good physique and somewhat special tastes. He should have had good grounding in English, elementary mathematics, and some other subjects that are taught in the University B. course; but I do not think that one who has taken his University degree would necessarily be better fitted than one educated up to the F. A. standard, nor would open competition be so likely to secure the kind of man required as the selection by the Principal of a

India.

Meteorological Department.

college who has a personal knowledge of the boys under his training." Mr. Blanford consequently proposed to communicate with the Principals of the Bareilly, Agra, and Lahore Colleges, stating the qualifications requisite for the appointment, and to select the most promising among the candidates recommended. He recommended that the selected candidate should receive R50 a month while on probation, but he added, it would be necessary that he should be able to hold out to the candidate the prospect of higher emoluments should he prove his capacity and show himself assiduous in qualifying for his duties.

In a letter, No. 146, dated 29th November 1884, the Government of India sanctioned Mr. Blanford's proposal and intimated its belief that no difficulty would be found in securing a Native with the proper scientific ability and acquirements.

In pursuance of this sanction, Mr. Blanford engaged the services of a Native who had taken the degree of M. A. in the Lahore University. In reply to an enquiry by the Government as to the success of the experiment, Mr. Blanford, on the 14th January 1887, observed that he had had no reason to complain of the officer on the score of intelligence, but that that gentleman had never taken any interest in his work, and had scarcely done anything beyond the daily reports, which should not have occupied half his time: that, in fact, he had no sooner secured his appointment than he began to bestir himself to look out for something that would pay him better * * *, and that at length he had succeeded in getting an offer of an appointment in the Punjab Educational Department, to which he would be transferred as soon as a qualified successor had been obtained.

Mr. Blanford, considering that the salary and prospects offered were insufficient to attract and retain the services of a graduate, then selected a Native who had not taken a degree to undergo a probation of six months, at the expiry of which period he will be required to pass an examination, and, if he satisfies the examiner, he will be confirmed in the appointment.

As regards pension and furlough, the officers of the Educational Department enjoy the ordinary advantages of the particular service to which they belong; and where the officers belong to no other service, if they are required to devote their whole time to the Department, it is presumed that they would come under the general rules for the Uncovenanted Service.

No evidence relating to this Department was tendered to the Sub-Committee at its sittings at Calcutta, Allahabad, Lahore, Bombay, Poona, and Madras.

Appendix O. 9.

MINT DEPARTMENT.

India.

India. Mint.

The Indian Mints consist of two Departments—the Mechanical Department or Mint proper, and the Assay Department.

The officers in the Mechanical Department of the Calcutta and Bombay Mints in the enjoyment of salaries of ₹100 and upwards, are shown in the following table :—

		Europeans.	Europeans domiciled in India.	Eurasians.	Hindus.	Mahommedans.	Parsis.
Calcutta.	₹						
Master of the Mint, gazetted	3,000	1	...	...	...	...	...
Head Mechanical Engineer	500—600	1	...	...	...	...	...
2 Engineers, 1st grade	300—400	2	...	...	...	...	...
2 „ 2nd „	250—300	2	...	...	...	...	...
2 „ 3rd „	200—250	1	1	...	...	...	...
First-grade Apprentice	100—150	...	...	1	...	...	...
Melter, 1st grade	450	...	...	1	...	...	...
„ 2nd „	300	...	...	1	...	...	...
„ 3rd „	200	...	...	1	...	...	...
„ 4th „	100	...	...	1	...	...	...
1st Assistant to Mint Master	450—600	1	...	...	...	...	...
2nd „ „	450	...	...	1	...	...	...
3rd „ „	300	...	...	1	...	...	...
4th „ „	150	...	...	1	...	...	...
Bullion-Keeper	500	...	...	...	1	...	...
Deputy Bullion-Keeper	200	...	...	...	1	...	...
Bullion Superintendent	100	...	...	...	1	...	...
Engraver	500—600	1	...	...	...	...	...
Assistant Engraver	100	...	...	...	1	...	...
Warder	200	1	...	...	...	...	...
TOTAL		10	1	8	4	...	...
Bombay.	₹						
Master of the Mint, gazetted	3,000	1	...	...	...	...	...
Foreman	500—700	1	...	...	...	...	...
Superintendent, Rolling Department	350—450	...	...	1	...	...	...
Assistant Superintendent, Rolling Department	140—200	1	...	...	...	...	...
2 Superintendents, Coining Department	380—450	2	...	...	...	...	...
Assistant Superintendent, Coining Department	80—120	...	1	...	...	...	...
Superintendent, Engine Department	250—350	...	...	1	...	...	...
„ General Workshop	250—350	...	1	...	...	...	...
„ Adjusting Department	250—350	1	...	...	...	...	...
„ Weighing Department	250—350	1	...	...	...	...	...
Melter	450—500	...	...	1	...	...	...
Assistant Melter	250—350	1	...	...	...	...	...
2nd Assistant Melter	140—200	...	1	...	...	...	...
Assistant to Mint Master	600—800	...	1	...	...	...	...
Bullion-Keeper	250	...	...	...	...	...	1
Bullion-Keeper, Mechanical Department	300	...	...	...	...	1	...
Deputy Bullion-Keeper, Mechanical Department	160	...	...	...	1	...	...
Engraver	90	...	...	...	1	...	...
with Travelling Allowance	60						
Warder	150	...	1	...	...	...	...
TOTAL		8	5	3	2	1	1

The Masters of the Mint are officers of the Royal Engineer Corps.

The Head Engraver at the Calcutta Mint is a Belgian. His services were obtained from Europe, inasmuch as it was necessary to obtain an officer who was capable of designing as well as of engraving. The Master of the Bombay Mint spoke highly of the ability of the Hindu Engraver, and anticipated difficulty in finding so competent an artist to take his place. It is noteworthy that the Bullion-Keepers at both Mints are Natives, but at the Calcutta Mint the First Assistant has joint charge of the bullion and checks every transaction entailing the

India.
Mint.

receipt, transfer, or issue of bullion. The Bullion-Keeper in Calcutta, a Hindu, furnishes security to the amount of ₹1,50,000, the Bullion-Keeper at Bombay, a Parsi, to the amount of ₹25,000. With the exception of the Bullion officers, the Engraver at Bombay, the Assistant Engraver at Calcutta, and certain office clerks, no Native holds an appointment in either Mint of which the salary amounts to ₹100.

The appointments and promotions of all non-gazetted officers in this branch of the Mint are made by the Mint Master. The officers are entitled to the benefit of the leave and pension rules applicable to Uncovenanted Servants under the Codes. The Mint Master, Bombay, in his Departmental note, observes: "It is scarcely to be expected that a European serving in the Melting or Mechanical Departments of the Mint can qualify for his retiring pension; only one European Engineer has, I believe, ever done it." In view of the unhealthiness of the employment, he urges that a Mint Engineer should be allowed to claim a retiring pension after 25 years' and an invalid pension after 22 years' service.

The Mint Master at Calcutta attended the meeting of the Sub-Committee and stated his views, and it was thought unnecessary to invite him to furnish them in writing. He considers it desirable that the First Assistant should be a European by race if the Bullion-Keeper is a Native, and he thinks that only a Native could furnish the security required from a Bullion-Keeper, but except where the employment of men of two races to check one another conduces to the security of the large interests with which the Department is charged, he is of opinion that no reason exists for any race disqualification in respect of offices in the Department, provided the possession of adequate technical knowledge and probity is assured. In explanation of the employment of Europeans and Eurasians in the better posts, he states that he has been unable to find qualified men in India, and that it has been necessary to recruit about one-half of the Engineers in England. He expresses his willingness to engage men in India if he can find them sufficiently qualified.

Major-General White, the Mint Master of Bombay, in his Departmental note, states that promotion among the men employed in the Department generally goes by seniority, unless a man has shown himself unfit for it. He considers that, excluding mechanics, a high standard of educational qualification is not necessary for service in the Mint; that what is required is a steady, plodding man of good character and of no very high aspirations; that the sphere is small and the pay not large, and that if men of greater ability or higher education were appointed to such posts, the Mint establishment would be subject to constant changes, which, for obvious reasons, would be objectionable. He states that the Assistants in the Bullion Department are generally promoted in their own department; but that men are shifted from the office to the Bullion Department and from the Bullion Department to the office whenever it is considered desirable. The Bullion-Keeper in the Mechanical Department must, in his opinion, be both intelligent and energetic, and must be selected from Assistants who have had long experience in the office, as the work is intricate. He mentions that he had formerly had a Hindu Mechanical Bullion-Keeper, who was a man of great force of character and extraordinary energy, that the present Mechanical Bullion-Keeper is a Mahomedan and a very suitable man for the post, and that he would like to see more Mahomedans in the Mint, as they are generally reliable and energetic and make themselves obeyed and respected by their subordinates, but that few of them apply for employment; on the other hand, the Bullion-Keeper, who is in charge of the bullion received from bankers and merchants, would, he thinks, be generally selected from persons outside the Department, as few of the Assistants could provide the security required—₹25,000. During his tenure of office there had been three Bullion-Keepers—one Hindu and two Parsis; he considered that the Hindu shrank from the responsibility of so large a charge, while the Parsis set to work more calmly, and have, perhaps, greater energy. The appointment of Assistant Mint Master is, he states, generally filled by promotion in the office, but when, as recently happened, the Accountant, the next officer in rank, has not been long in his office, an officer would be brought in from outside: and he explains that for this reason an officer from the Public Works Account Branch had recently been appointed to act in this post.

With regard to the Mechanical Department, Major-General White considers it absolutely necessary that there should be a good proportion of European-trained Engineers—men with force of character and a high sense of duty. He states that the Head Mechanical Engineers would always be promoted from the Superintendents, and that the Superintendents would generally be promoted from Engineers in the Department; but inasmuch as it is necessary that there should be a good proportion of Engineers trained in Europe, men were occasionally brought into the Department to fill these posts; that two Superintendents—one of whom had served in the Indian Navy and the other in the Peninsular and Oriental Company's service—had been so brought in, and that three had risen from the position of

apprentice in the Department. He states that of ten Mechanical Engineers, two had been sent out by the Secretary of State, five had been recruited in India, and three had been trained as apprentices in the Mint. He considers that Engineers trained in Europe are as a class superior to Engineers trained in India, as the latter labour under two disadvantages, *viz.*, the climate saps their energy, and they have not the opportunity of gaining varied experience, whereas the work in England is hard and conducted in an orderly and systematic manner, and affords a mechanic much larger opportunities of learning than are afforded to a man brought up in Bombay, whose whole experience is perhaps limited to a single workshop. The Mint Master states that Natives do not apply for these appointments, but he does not doubt that in time Natives, probably Parsis, will do so, as they are an energetic class with a fair amount of mechanical aptitude, and are willing to put themselves to inconvenience to obtain experience. For the present, he considers it necessary in the interests of Government to retain one-half of the Engineering appointments in the Mint for men trained in Europe.

Major-General White was so good as to give further information to the Sub-Committee orally. He explained the reasons why the Engraver at Calcutta receives a higher salary than the Native Engraver at Bombay, and mentioned that a very large number of Natives are employed as subordinates in the several branches of the Mint. He adhered to his opinion that no Natives have as yet come forward who are competent to undertake the duties of Superintendents, and he expressed his desire to appoint Native Superintendents if he could obtain them. He pointed out that even Railway Companies who employ Natives in their workshops and as Drivers are unable to dispense with European superintendence. He allowed that the Natives make very competent foremen; but was of opinion that the men who could be obtained in India, if they are accurate in their work, are not capable of superintending large bodies of workmen, though he thought that a good Mahomedan with some force of character might do so.

In order to ascertain whether the practice of employing only Europeans or Eurasians as Superintendents obtained in other Government workshops in Bombay and in private yards, the Sub-Committee invited the attendance of Captain Hext, Director of the Indian Marine, and of Mr. Nicol, Engineer Superintendent of the British India Steam Navigation Company's Dockyard.

Captain Hext stated that he had already made considerable reductions in Dockyard expenditure and was anxious to effect further economies; but that he had been unable to do so by substituting Native for European superintendence, because he could find none qualified for that purpose. He explained that Natives had not the opportunity of acquiring the varied experience of Engineers trained in England; that they have not the same energy to undertake works with which they are not familiar; that they are not acquainted with the latest improvements in machinery, and do not pay sufficient attention to economy and the avoidance of waste in dealing with material.

Mr. Nicol, who had been trained as a Marine Engineer in Scotland, agreed in the opinions expressed by Captain Hext as to the defects of Native workmen, and illustrated those defects. At the same time he testified that they are excellent workmen so long as they have not to design or plan work, and that they are especially qualified for fine work requiring delicate touch. Although he allowed that Native workmen are accustomed to work independently on their account, the Natives who sought employment in the yards were, he considered, wanting in self-reliance and resource. He preferred European to Eurasian Engineers as being on the whole more trustworthy as a class. He mentioned that his Assistant is a native of Scotland, that the man who holds the appointment next in rank is a Eurasian; that the Foreman of the Coppersmiths' shop is a European trained in England, and the Foreman of the Boilermakers' shop a European trained in Scotland; that the heads of every department in the Company's yard are of European parentage; and that no Native in the Engineer Department draws a salary from the Company of ₹100.

Assay Department.

In the Assay Department of each of the Mints there are only four appointments carrying salaries of ₹100 and upwards.

The Assay Master receives a salary of ₹1,750 rising to 2,250; the Deputy Assay Master a salary of ₹600 rising to ₹1,200. These appointments are gazetted.

The Head Assistant receives a salary of ₹300 rising to ₹350, and the 2nd Assistant a salary of ₹150 rising to ₹200.

The appointments of Assay Master and Deputy Assay Master are all held by European Commissioned officers, of whom three are members of the Medical Service.

The Head and 2nd Assistants at each Mint are Europeans domiciled in India.

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It appears from the correspondence which has been laid before the Sub-Committee that prior to the year 1846, the gazetted officers of the Assay Department of the Indian Mints had, with two exceptions, been drawn from the Indian Medical Service, and that from 1846 the appointments have been uniformly held by members of that service. It was obviously necessary in the circumstances of scientific education in India that the Government should have at hand a certain number of officers with sufficient technical qualifications to fill the places of officers in the Assay Department who might be compelled by sickness or other cause to resign their appointments.

The qualification for appointment was the possession of a certificate from the Secretary of State that the candidate was eligible for employment in the Department, and, to encourage officers to acquire the necessary scientific and technical attainments, it was the practice on the occasion of a vacancy to offer the appointment to the officer whose certificate was earliest in date.

Prior to 1864, the pay and allowances of officers in the Department were to such an extent superior to those enjoyed in the Medical Department of the Army as to attract Medical officers to the Assay Department, but under the Royal Warrant of 1864 the position and emoluments of officers in the Medical Department were materially improved. About the same time the increase of business at the Bombay Mint induced the Government to increase the salary of the Assay Master at that Mint, and this was effected by a reduction of the salary of the Assay Master at Calcutta, which had been regarded as the prize of the service.

Dr. Shekleton, Assay Master at Calcutta, represented to the Government that the effect of these changes would be to deter Medical officers from qualifying for the Assay Department. In a Despatch No. 185, dated 16th August 1866, the Secretary of State observed that if it became known that appointments in the Assay Department were no longer sought after by Medical officers, it might be anticipated that an increased number of candidates would present themselves from the Military and Uncovenanted Services. On the receipt of this Despatch the Government of India issued a Notification, No. 2823, dated 16th October 1866, announcing that any candidate who could produce the necessary certificate from the Secretary of State would be eligible for employment in the Assay Departments of the Indian Mints. Two gentlemen—Mr. Hynes, of the Account Department of the Bombay Mint, and Mr. Peterson, of the Bullion Department of the Calcutta Mint—in consequence of this Notification qualified themselves and obtained the necessary certificates, and one of them, Mr. Peterson, subsequently held the appointment of Deputy Assay Master in the Calcultta Mint. In 1867 the Government of India departed from the practice of appointing to a vacancy in the Department the officer who held the certificate earliest in date. Dr. Shekleton in a letter, No. 14, dated 7th April 1869, took exception to the terms of the Resolution of October 16th, 1866, as authorizing the appointment of persons other than Commissioned officers, and requiring no other qualification than the production of a certificate of proficiency in assaying the precious metals, which could readily be obtained after a very few months' attendance in a London laboratory. That the Resolution was so understood he inferred from the circumstance that applications had reached him from persons otherwise wholly unfit for service under Government. He contrasted the responsibilities of an Assay Master with those of a mere qualified or commercial assayer in the following terms :—

"As Assay Master of the Calcutta Mint, for instance, I am alone responsible to Government for the standard purity of all coinages, both of gold and silver; I have control over the quantity of alloy; examine the standard meltings, the resulting coins, &c.; have charge of the standard weights and measures of the Presidency; am referred to by the Mint Master on any question in which the integrity of the coinage is involved, and have further the official correspondence of my department to conduct.

"But the weightiest responsibility of all is that in connection with the valuation of imported bullion; the Government on the one hand, and the importer on the other, being bound to abide by my assay, to the value in busy times of as much frequently as £60,000 daily. At the date of my leaving Calcutta in February last, I was issuing Assay Certificates, payable on demand at the Bank of Bengal, for £50,000 each day.

"When I add that these assay operations cannot readily be checked, and that in so far the Assay Master's Office is one of special trust and responsibility, I think I have said enough to prove that Government would be wise in exercising a keener scrutiny in their nominations to this Department than is possible under the provisions of the order alluded to.

"Commercial assayers, *i.e.*, such qualified persons as the Resolution apparently refers to, are only called on to fix the assay value of certain small samples of bullion submitted to them; with this their duty ends, and neither by acquirements or position are they in any way qualified for such an appointment as that of Assay Master of an Indian Mint."

Looking to the efficiency of the Department, he urged that the terms of the Resolution should be so altered or modified that officers of Her Majesty's Civil or Military Services should alone be deemed eligible for employment in it.

In communicating this letter to the Government of India, the Secretary of State adverted to the passage in the Despatch of the 16th August 1866 above referred to, and observed that it might be inferred from the terms of the Resolution of October 1866, that the appointments were to be thrown open to the public generally; but that this had not been intended, and he consequently requested the Government of India to issue a Notification in accordance with the views then expressed. Thereupon the Government of India issued a Notification No. 1514, dated 22nd June 1869:—

NOTIFICATION.—"The Governor General in Council is prepared to declare that any candidate who can produce the necessary certificate from Her Majesty's Secretary of State for India of his qualifications as an Assayer, and who may be otherwise duly qualified, will be eligible for employment in the Assay Department of the Indian Mints. It is not, however, intended that these appointments shall ordinarily be thrown open to the public generally. Except under special circumstances, when the observance of such rule would, in the opinion of the Governor General in Council, be detrimental to the public service, appointments in the Assay Department will be given to duly qualified officers of Her Majesty's Civil or Military Services."

On the same date the Government of India explained to the Secretary of State that while it agreed with Dr. Shekleton in his estimate of the peculiar responsibilities of the Assay Masters, and would not be disposed as a rule to admit to the Assay Department any person not belonging to one or the other of the Covenanted Services, occasions might arise when a candidate not so qualified might be the best fitted to fill the vacancy, and that it was therefore unwilling to bind itself under no circumstances to employ any one not in its Civil or Military Service. It at the same time suggested that an alteration should be made in the certificates issued by the Secretary of State, so that they should cease to declare persons possessed of assay certificates *ipso facto* eligible for employment in the Assay Department.

From 1869 to 1874 only one officer obtained a certificate of qualification—Captain Robinson, who was subsequently appointed Deputy Assay Master at the Calcutta Mint.

In 1874 Dr. Busteed, the Assay Master at Calcutta, brought to the notice of the Government of India that there was no reserve of qualified Assayers to fall back on if it was deprived of the services of any gazetted officer of the existing staff, and suggested that, as an additional inducement, the pay of the Deputy Assayer should be increased, and special pensions offered to officers who remained for a prescribed number of years in the Department.

The Government of India, in a Despatch, No. 214, dated 2nd June 1874, in view of the circumstance brought to its notice by Dr. Busteed, suggested that, under the orders of the Secretary of State for War, facilities should be given to Engineer officers at Chatham and to Medical officers appointed for service in India to enable them to qualify for appointments in the Assay Department.

The Secretary of State for War expressed his willingness to accept the proposal so far as it affected Engineer officers, but declined to make the same concession in the case of British Medical officers.

The Secretary of State for India, in communicating this reply to the Government of India, expressed the opinion that the dearth of applicants for employment had been mainly, if not solely, caused by the departure from the practice of appointing in the order of seniority of qualification.

It may here be mentioned that, up to 1873, the Assay Masters had received fees for assays of bullion tendered by private individuals and mercantile firms; but that in that year it was decided that the fees should be credited to Government, and that the Assay Masters should receive an addition to their pay of R250 a month as a compensation for the loss of them. The pay of the Assay Masters was thus raised to R1,750 increasing to R2,250.

In October 1874, Surgeon-Major Graham, the Assay Master at Bombay, deprecated the proposal of the Government of India for the employment of officers of the Royal Engineers in the Assay Office and attributed the dearth of qualified candidates to the "introduction of the subordinate element into the ranks of the candidates," and to the uncertainty of the prospects of the officers introduced by the action of the Government respecting fees. As to the employment of subordinates, he admitted that any number might be induced to enter the Department, and, as far as the mere technicalities of the work were concerned, might successfully carry out the operations; but he maintained that as an Assay Master had to arbitrate between the Government and the general public, he should, besides being specially qualified, be an officer of sufficient social status to inspire confidence and not inclined to shirk responsibility,—in short,

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an officer in one of the Covenanted Services of the Crown. He stated that special officers might doubtless be sent from England thoroughly efficient as Assayers, but that they could have no knowledge of Minting, and that as the mode of assay in India differed altogether from that obtaining in England, they would be useless until they had learned the routine of the process adopted in India. Moreover, he pointed out that, although men brought from England might fill permanent vacancies, this source of supply could not be relied on to fill officiating and temporary appointments. He deprecated the employment of Engineer officers in the Assay Department, so long as Engineer officers were placed at the head of the Mint, as fatal to independence in the two Departments and as likely to inspire distrust in bullion merchants. He expressed his opinion that the most suitable candidates would be found among Medical officers, and urged that they should be attracted by the grant of special pensions.

A correspondence ensued between the Government of India and the Secretary of State, in which the latter expressed his opinion that it was desirable to appoint Medical officers of the establishment in preference to persons not in the service of Government, and eventually sanction was accorded to the increase of the pay of the Deputy Assay Master to a maximum of ₹1,200, and to the appropriation by the Assay Master of any fees received by him for assays made for private persons, less a deduction of 4 per cent. for the use of Government laboratories, chemicals, &c. At the same time the Assay Master was required to assign to the members of the establishment who assisted in the private assays such portion of the fees as he thought fit.

The Government of India, for reasons which it communicated to the Secretary of State in a Despatch, No. 367, dated 12th October 1876, came to the conclusion that it was undesirable to sanction special pensions for service in the Assay Department.

On the 25th May 1876, the Government of India reported to the Secretary of State that it had appointed Surgeon Edis, on probation, to officiate as Deputy Assay Master; but that as he had not obtained a certificate of qualification from the Secretary of State, his appointment had been made conditional on proof of his fitness by passing an examination, and on his undertaking, if so required, to obtain a certificate of qualification from a London Assayer on his first visit to England. It was added that the Government of India proposed to substitute the method of selection then adopted for the practice which had been previously followed.

In a Despatch, No. 312, dated the 10th August 1876, the Secretary of State intimated to the Government of India his disapproval of the procedure adopted in the case of Dr. Edis, and expressed his opinion that the appointment of an officer who had not obtained a certificate of competency to an office of so responsible and technical a nature as that of Assay Master could not be regarded as satisfactory. He added that if at any time there were no qualified candidates available in India, he saw no reason why recourse should not be had to England, and that he would assist in obtaining a properly qualified person.

Meanwhile Dr. Edis had undergone an examination by the Assay Master at Calcutta, of which the result was pronounced satisfactory by both Assay Masters, and was confirmed by the Government as Acting Deputy Assay Master at Calcutta on his undertaking to obtain a certificate of competency on his first visit to England. In acknowledging the Despatch of the 10th August and apprizing the Secretary of State of its action with respect to Dr. Edis, the Government of India observed: "We think it of great importance, first, that our Assay Masters and Deputy Assay Masters should be Commissioned officers in Her Majesty's Service, and, secondly, that our discretion should, as far as possible, be unfettered in the selection for any vacancy of an officer whose previous tastes and acquirements, as well as his particular standing in the service, mark him out as promising to be especially qualified for the office." It was pointed out that if an Assayer's certificate were to be a *sine quâ non* for admission to the Department, the Government might be compelled to appoint to a vacancy an officer of less promise than others whom it might prefer to select. It was suggested that the best course to avoid this difficulty was to select candidates and appoint them on probation, subject to a thorough local test of their qualifications after experience in the Indian Assay offices in the first instance, and then to their obtaining the usual certificate of qualification from the Secretary of State on their first visit to England. It was added that preliminary selections might be made upon a competitive examination if a sufficient number of suitable candidates should be found; but that the Government would reserve the right of nominating the officers to be admitted to such competition after a consideration of their antecedent qualifications. The Government of India also pointed out that, under the arrangement suggested by the Secretary of State, it would have no voice in the selection of the candidate, and that he would not necessarily be a Commissioned officer, and moreover that it appeared inexpedient to send from England an officer to fill a temporary vacancy. It, therefore, pressed the Secretary of State to approve of the proposals it

had made; but suggested that, if His Lordship continued of a contrary opinion, he might perhaps consent to the appointment, as occasion arose, of one or two officers as probationers to the Assay offices for a period of three or four months each in anticipation of the occurrence of any actual vacancy in the office of Deputy Assay Master; and expressed its willingness to make the possession of a local certificate of qualification after examination by the Assay Master a condition precedent for an appointment of Deputy Assay Master. If, however, its proposals did not commend themselves to His Lordship, the Government of India requested that it might be allowed to depute selected officers from time to time to England at the public expense to obtain the needful qualifications there; but it deprecated that alternative as involving unnecessary expense and as committing it to the deputed officers more than it thought convenient.

In a Despatch, No. 40, dated 8th February 1877, the Secretary of State insisted that before any officer was permanently appointed to the Assay Department he should have received a certificate of qualification from the Royal School of Mines or some kindred institution, to be approved by him for that purpose, and that no officer should be retained in the Department without such a certificate in a temporary capacity for a longer period than twelve months, unless circumstances should render it quite unavoidable.

Further correspondence ensued, and opinions were obtained by the Secretary of State from the Science and Art Department at Kensington, Professor W. Chandler Roberts, and Professor E. Frankland, and eventually, with the sanction of the Secretary of State, the Government of India issued a Notification, No. 3570, dated 19th September 1884, which at present regulates admission to the gazetted appointments in this branch of the Mint.

The Resolution is as follows:—

I.—As directed in Resolution No. 124, dated 12th May 1876, Commissioned officers only shall, as a general rule, be appointed substantively to the Assay Department.

II.—No officer shall be appointed substantively to the Assay Department without producing the following four certificates after practical examination:—

(1) Of attendance at a three-months' practical course of Inorganic Chemistry (qualitative only) at the Normal School of Science, London.

(2) Of attendance at a three-months' practical course of Metallurgy at the Royal School of Mines, especially with reference to the assaying of gold and silver and their alloys.

(3) Of attendance for a month at the Assay Laboratory of the Royal Mint, London, permission to attend the Mint being previously obtained from Her Majesty's Secretary of State for India.

The above courses not to be taken out simultaneously, but to occupy seven months in all.

(4) A certificate from the Head Assayer of the Royal Mint as to the candidate's ability to assay the precious metals to be tested by practical examination.

III.—The certificates, when obtained, should be forwarded by the officer to Her Majesty's Secretary of State for India, who will then inform the Government of India whether the officer is *pro tanto* qualified for the Assay Department, subject to completion of his qualification by attendance at the Assay Office Laboratory at Calcutta or Bombay for a certain probationary period.

IV.—Whenever a want of candidates eligible for admission to the Assay Department is foreseen, the Government may permit a selected officer to attend at the Laboratory of the Assay Master at Bombay or Calcutta for a period not exceeding six months in order to prepare himself for a prescribed examination. During this period of probation, the full salary of the office he may happen to hold at the time, subject to a minimum of R450 a month, and in addition the Presidency house-rent of his rank, will be granted to him. At the expiry of the term of probation, the probationer will be examined by the Assay Master of the Mint to which he is attached, the examination being framed so as to test the practical familiarity of the probationer with the ordinary work of an Indian Assay Laboratory, and with the duties expected of an Assay officer attached to a Mint, and his knowledge generally of the methods of assaying both gold and silver, and particularly of the method of assaying silver which is peculiar to the Indian Mints. Certain alloys should be given to the probationer, and a report on their fineness required according to such methods of assay as may be stipulated at the discretion of the Assay Master; and it must be a condition that the whole of

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the manipulating details shall be conducted by the probationer with his own hands. The ability of the probationer to prepare pure gold and silver for assay check purposes should also be carefully ascertained. An officer who has so passed the prescribed local examination only may, at the discretion of the Government of India, be employed temporarily in the Assay Department. The period of such employment, however, is not to exceed twelve months at one time, unless under very special circumstances, and with the sanction of the Secretary of State.

V.—The Governor-General in Council desires it to be understood that the mere successful result of the examination thus prescribed, or of any other, will not entitle the probationer to appointment to the Assay Department. The Assay Master under whom he is employed should report confidentially to Government his opinion as to the aptitude and general (apart from mere technical) fitness of the probationer for the position of an Assay officer. A similar report will be required also in the case of officers who have obtained the certificates referred to in clauses II and III.

The Head and Second Assistants are appointed by the Assay Master, and the Second Assistant would ordinarily be promoted to the position of Head Assistant on the occasion of a vacancy.

The Assay Master and Deputy Assay Master obtain leave under the furlough rules applicable to Military officers in civil employ, and are entitled to pensions under the rules applicable to the service to which they belong. The provisions of the Civil Leave and Pension Codes applicable to the Uncovenanted Service regulate the furlough and pensions of the non-gazetted officers.

The qualifications for an Assay Master are to be inferred from the nature of the tests which the Government of India has imposed as qualifications for the appointment, and may be gathered from the Departmental note prepared by Major Martin, the Assay Master at Bombay.

The Assay Master being responsible for the accurate assaying and valuing of precious metals brought for coinage, checks all the metallurgical steps in that process with regard to fineness, and finally passes the coin.

Departments of the Government, such as the Gun Carriage, the Arsenal, and the Small Arms Factories, apply to him when they require an analysis of metals connected with their work. Mining engineers and explorers send to him specimens of ore for assay, and banks and merchants frequently seek his assistance to determine the value of metal, or refer to him for decision disputes arising in dealings in metal.

In view of the magnitude of the interests with which the Assay Masters have to deal, they must not only possess such scientific attainments and such technical knowledge as may enable them to arrive at accurate conclusions respecting the constituents of metallic substances and to check the operations of their subordinates, but they must also inspire confidence in their judgment and independence.

Although a less degree of scientific knowledge is required of the Head and Second Assistants, they must possess a sufficiency of such knowledge to apprehend intelligently the technical processes in which they are employed, must exhibit the utmost care and method in the carrying out of such processes, and must be absolutely trustworthy.

In his Departmental note, Major Martin expresses a doubt whether Natives could be found sufficiently qualified to discharge the duties which devolve on Assay Masters and their Assistants, and whether, as a class, the Natives among whom education has principally spread would possess sufficient moral courage to resist the temptations to which they are peculiarly exposed in responsible offices in the Assay Department. Moreover, he thinks, seeing that the responsibility practically vests in the Assay Master, that that officer ought to be allowed free liberty to select as his subordinates the class of men in whom he feels the greatest confidence.

Surgeon-Major Scully, the Assay Master at Calcutta, stated that he had no objection to the employment of Natives, Eurasians and domiciled Europeans in any posts in the Assay Department, provided they were qualified and of proved honesty.

Mr. Couldrey, Head Assistant in the Assay Department, tendered himself for examination at the sittings in Bombay. He stated that, as the result of an examination in which he had competed with about fifty other candidates, he had, at the age of 14 years, obtained an appointment in the Assay Department on a salary of ₹50; that he had received his technical education in the Department, and after holding for some years the appointment of Second Assistant, had been promoted to the post of Head Assistant, which he had held for fourteen

years, and in which he had now attained the maximum pay of R350. He mentioned that in addition to his salary he occasionally received some small sums for overtime work, and was allowed by the Assay Master about R100 a month out of the fees for private assays.

Mr. Couldrey desired on behalf of the Uncovenanted Assistants in the Assay Department to point out the hardship entailed on them by the terms of the Notification which, except in exceptional cases, declared that none but Commissioned officers were eligible for appointment to the gazetted offices. He contended that Assistants who had served for years in the Department had from the very nature of their employment, as was shown by the note of the Assay Master, proved themselves trustworthy and possessed of sufficient chemical and metallurgical knowledge. He complained that such men after many years of faithful service should be discouraged by being superseded by officers who might be their juniors in age and devoid of their experience. He maintained that the system of introducing officers on probation with a view to their appointment to the higher grades entailed great expense—expense which was unnecessary in any case when there were in the Department Assistants qualified to fill the appointments of Assay Masters, and often thrown away either because the probationer declined or was found unfit to hold an appointment in the Department. He expressed his doubts whether the training vouched for by the certificates required as a qualification for appointment to the higher grades is in reality sufficient to secure thoroughly competent Assayers, and in support of this opinion he alluded to an instance which he said had come within his own knowledge. He referred to the practice which prevailed in other Departments of promoting men of exceptional merit to the gazetted ranks as warranting the claim he made on behalf of himself and his fellows, and he pointed out that the very nature of the duties they were called upon to discharge was so special, that they could not hope to find an opening in other Departments or in professional life. He also complained that the salaries compare unfavourably with those enjoyed by the higher officers in other Departments and even in the Mint proper. In the course of his observations he asserted that the probationers actually came under instruction by the Assistants.

Mr. Couldrey added that on the occasion of his taking leave to Europe, he should have secured the qualifications necessary if he had not been deterred from doing so by the terms of the Government Notification.

As to the employment of Natives in the Department, he doubted whether those who could sufficiently master Chemistry would be willing to undertake the practical work of Metallurgy, and he mentioned that one Native who had been employed in the Department had not proved a success; but he would not say that a Native who had passed through the same grades and had enjoyed the same opportunity of learning the work as he had had, would not become equally qualified to be an Assayer.

In a further Departmental note, Major Martin combats the grounds on which Mr. Couldrey advocated the opening of the higher grades to the Assistants. He considers that the Assistants do not possess the same scientific or general education as the officers who have hitherto been gazetted to the superior appointments. He maintains that the training the probationers received from the Assistants is confined to the exposition of the processes used in the Department and such assistance as would be rendered by them to the Assay Master himself. He points out that the examination prescribed for probationers, both practical and theoretical, is arranged and entirely carried out by the Assay Master, and that a confidential report is sent in by the Assay Master as to their general fitness for employment in the Department apart from mere technical fitness. He expresses doubt of the correctness of Mr. Couldrey's estimate of the qualifications of a probationer to whom he (Mr. Couldrey) had alluded, and of his estimate of the expense entailed on Government by the system of training probationers. He also points out that the officers at present in the Department are all senior men in reference to whom Mr. Couldrey's complaint of supersession on the score of age is unfounded. He admits that the Assistants under him are far better educated than men in their station of life generally are; he considers that Mr. Couldrey's complaint as to the insufficiency of their pay is well founded; and he repeats the arguments which he had previously used to support the Resolution of Government limiting the appointments to Commissioned officers, and maintains that it is essential that this restriction should be preserved in order to give the public full confidence in the independence of the Assayer.

Appendix O. 10.

OPIUM DEPARTMENT.

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Bengal.
Opium.

To illustrate the importance of the Opium Department in Bengal and the North-West Provinces both to the rural population and to the Government, it may be stated that the cultivation is carried on by more than 1,300,000 ryots; that a large share of the labour required for the production of the drug falls to the women and children of the ryot's family; that about 180 lakhs of rupees are paid annually to the cultivators for opium, flower, leaves and trash; and that the net receipts to the Government of India from the opium produced in the North-West Provinces and Bengal have risen from about 8½ lakhs of rupees in 1797-98 to an average of upwards of 500 lakhs of rupees in recent years.

A concise history of the Department in Bengal and the North-West Provinces will be found in the exhaustive report of the Commission appointed by the Government of India to enquire into the history of the Department in 1883. It will be necessary to refer here only to such portions of it as bear on the present enquiry. The trade in opium was an Imperial monopoly under the Mogul Empire, and was farmed at a quit-rent. After the East India Company acquired the Dewani of Bengal, Warren Hastings in 1773 assumed the monopoly of the opium produced in Bengal, Behar, and Orissa, promising to the Danes, the Dutch, and the French, who had theretofore competed with the English in the local opium market, the delivery of a certain quantity of opium annually from the store of the Company. This arrangement with the Dutch and the Danes no longer subsists, but it was renewed and maintained with the French by Article 6 of the Convention executed in London in 1815, and necessitates the reservation for that nation of 300 chests annually. Under a treaty made in 1884 a sum of ₹3,000 is to be paid annually for a period of five years in substitution for the 300 chests.

From 1773 to 1797 the exclusive right to purchase and prepare opium on account of the Company was farmed to Native speculators at first annually, and subsequently for terms of four years. The farmers were bound to deliver the opium to the Company at certain fixed prices, and to abstain from oppressing the ryots or forcing them to cultivate the poppy. The contracts were originally made by private bargain, but in 1785 were offered for public competition and assigned to the highest bidder. Definite stipulations were at the same time made for protecting cultivators from being compelled to grow poppy, and for securing to them freedom from vexatious imposts and a fair price. The cultivators, on the other hand, were made liable to penalties for keeping back opium produced by them, to a deduction of price on opium mixed with water, and to the confiscation if otherwise adulterated. The farmers were bound to deliver annually (failing calamities of season) a certain number of chests containing a prescribed weight of opium, and as much more as might be produced, and not to sell or otherwise to dispose of any opium fit for the Company's provision except to the Company. The exposure of the contracts to competition diminished the profits of the farmers, and induced them to recoup themselves by adulteration.

The resulting injury to the Company led in 1797 to the abandonment of the contract system.

It appears from Mr. H. Colebrooke's *Husbandry of Bengal*, and a memorandum written in 1788 by Ram Chand Pandit, one of the original farmers, that the stipulations imposed for the protection of the ryots had not effectually secured their ends. Ram Chand Pandit, while pointing out the vexations to which the ryots were exposed and the frauds perpetrated by the servants of the farmers, advocated the retention of the trade as a monopoly as essential to secure the purity of the drug and conducive to the interests of the ryots, the country at large, and the Company; of the ryots because they received as high a price as when the trade was free and open, because they were certain of a market and at a price not subject to variation, because they received advances free of interest, and because they were protected by the Opium Agents against the Zemindars and tax-gatherers.

To guard against the dangers incident to a monopoly, Ram Chand Pandit recommended the following scheme—

> Let any gentleman of a feeling heart and a good understanding be appointed to manage this business as agent and not by contract, and let him choose good Native deputies to act under him. * * *

According to the abilities and free good-will and desire of such of the ryots as have ground adapted to the culture of the poppy, a proportionate advance should be made to such ryots, * * to enable them to carry on their first cultivation upon condition that no other articles but the poppy should be therein sown. The ryots should also be encouraged not to suffer themselves through fear to be misled by the threats or cajolements of the Zemindars, by being assured that they shall not be allowed to oppress them * * * They who thus voluntarily undertake it should be bound to deliver the crude material in a pure state to the Company's agents, and be liable to punishment either for imposing adulterated opium, or for disposing elsewhere of whatever may be produced * * * Let the weight be taken openly, according to the rate agreed upon in the ryot's presence. * * * It is, however, essential that the manager of this article on the part of the Company should himself and in his own person attend to everything concerning it, and not throw the care of it upon deputies who in proportion as they find him careless will infallibly prove unfaithful. * * * Finally, after its receipt into the warehouse, it [the juice of the poppy] should be made up with the greatest care.

The writer predicted that if the ryots were thus assured of fair treatment and protected from ill usage, they would, without any effort on the part of Government, extend the poppy cultivation, and that while grain continued reasonably cheap, poppy cultivation would increase annually.

These recommendations formed the basis of the system of direct management by officers of the Company, which was substituted for that of farm in 1797.

At the time the change was made, the control of the Opium Department was vested in the Board of Trade. In 1819 it was transferred to a Board created by Regulation IV of 1819, and entitled "the Board of Revenue in the Customs, Salt, and Opium Departments." When in 1834 the North-Western Provinces were separated from the Lower Provinces of Bengal, and a separate Government constituted under 3 & 4 Will. IV, Cap. 85, it was ordered that the control of the Department in the North-Western Provinces should remain with the Bengal Board, in order to ensure that the "whole concern, whether in Behar or Benares, might be conducted on a uniform system;" but it was added that the Benares Agent should correspond directly with the Government of Agra on matters arising between him and his Deputies within that Presidency (G. O., 22nd December 1834).

Control of the Opium Department vested in the Board of Trade.

Control transferred to Board of Revenue in the Customs, Salt, and Opium Departments.

Control of both officers retained by Bengal Board after separation of North-Western Provinces.

In 1850 the powers and duties of the Board of Revenue in the Customs, Salt, and Opium Departments were transferred to the Sadar Board of Revenue, thereafter to be styled the "Board of Revenue for the Lower Provinces."

The relations of the Bengal Board with the Benares Agency are, it is said, still governed by the order of 22nd December 1834 above referred to.* Except in the matter of certain appointments to be hereafter noticed, the North-Western Provinces Government is not concerned with the Benares Agency.

In June 1797 the cultivation of the poppy in Bengal was abandoned; and the Opium Department constituted by the creation of the Behar and Benares Agencies.

Creation of Agencies and appointment of Covenanted Civilians as Agents.

The Commercial Agent at Ghazipur received charge of the Benares Agency in addition to his other duties. A Covenanted Civilian, with no other duties, was appointed to the Behar Agency. On the abolition of the office of Commercial Resident in 1835, the officer holding that appointment retained the Benares Agency as his sole charge.

The testing and preparation of the opium at the Factory were carried on under the immediate superintendence of the Agent, assisted by a junior Covenanted Civilian, whose services were often shared by the Commercial Department. The arrangements in the districts were entrusted to Native subordinates, but in consequence of the abuses which resulted from the imperfect supervision of this agency, which imperilled the prosperity of the Department, two Covenanted Civil Servants were in October 1815 appointed Deputy Agents in the Behar Agency, to be located at such places as the Agent might think most suitable. Their prescribed duties were within the limits of the local areas assigned to them to make advances to the ryots for the cultivation of the poppy, to superintend the receipt of the drug, to control the Native establishments, to prevent the illicit cultivation of the poppy and the unauthorized manufacture and vend of opium.† The Agent was directed to inspect all the factories of each of the divisions in his Agency at least once a year, and to submit a yearly report.

Appointment of two Covenanted Civilians as Deputy Agents in Behar.

* Opium Commission Report, 1883, Part I, Chapter II, paras. 14, 15.
† *Ibid*, para. 22.
‡ *Ibid*, para. 23.

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In 1822 the system of appointing Deputy Agents was discontinued in Behar, and the duties of the Deputy Agents were made over to the Collectors of the districts in which the factories were situated. In 1828 the Collectors of Districts were appointed Deputy Agents in the Benares Agency, though some factories were retained by the Agent under his own charge.*

The appointment of special Deputy Agents in Behar discontinued, and the duties of Deputy Agents made over to the Collectors of Districts.

Appointment of Sub-Deputy Agents.

In course of time it was, however, found that the duties devolving on Deputy Agents could not be efficiently discharged by the Collectors,† and in April 1835 it was resolved that, while the Collectors should be retained as *ex-officio* Deputy Agents, Sub-Deputy Agents should be appointed to carry on the work of the Department.‡ It was admitted by the Board of Revenue that the Collector's connection with the Department would be little more than nominal, but it was considered that the influence of a Covenanted officer in the position of the Collector would, on the one hand, be useful as a support to the Uncovenanted Sub-Deputy Agent, and would, on the other hand, be of advantage to the cultivators, because the Collector would from his peculiar connection with the cultivators, as an officer of land-revenue, have every motive to see them righted, if right were denied them by the Sub-Deputy.

It was contemplated that the duties of the Deputy Agent would be almost wholly confined to the settlement of any questions which might arise between the Sub-Deputy Agent and the Covenanted officers of Government, and to the adjustment of any disputes between the cultivators and the Sub-Deputy Agent.

The Sub-Deputy Opium Agents were appointed by the Government on the recommendations of the Agents and after approval by the Board. After considerable discussion as to the class from which they should be appointed, in reference to a proposal for the employment of Medical and other officers who might have leisure for the duties, it was decided that they should be selected from among Europeans and Eurasians of the class then called "settlers," and that a good knowledge of Persian and an undertaking to abandon all other employment should be required as qualifications for appointment.§

In May 1835, Sub-Deputy Agents were appointed to the Benares Agency, and in April 1836 to the Behar Agency. These officers were at first remunerated, partly by salaries and partly by commission, and subsequently by salaries and personal allowances calculated on the production of opium in the area of their charges, and subject to a fixed maximum.‖

Remuneration of Sub-Deputy Agents partly by commission, and subsequently partly by salaries and partly by limited personal allowances.

Constitution of a graded service with fixed graded salaries.

In 1853 Lord Dalhousie substituted a graded service with fixed salaries; five grades were constituted, a salary of ₹500 being assigned to the 5th grade, with an increase of ₹100 in each of the superior grades. The highest grade consequently carried a salary of ₹900. A travelling allowance of ₹5 a day was allowed to all Sub-Deputy Agents when on tour. It appears to have been considered that these salaries and allowances would induce officers of other Departments to apply for admission to the service, for it was ruled that "in order to do justice to all other departments, the first nomination to an Opium Sub-Deputy Agency should be with the Board, rather than as at present with the Opium Agents," though the prospects of promotion of officers in the Department were to remain dependent mainly on the Agents' reports.¶

In 1831 a Surveyor to measure poppy lands was appointed to the Benares Agency; and in 1834 a similar officer was appointed in the Behar Agency. The officers so appointed were afterwards absorbed as Sub-Deputy Agents, but officers under the same designation were subsequently employed from time to time in both Agencies.**

Appointment of Surveyors.

In 1852, on the proposal of the Benares Agent, in substitution for these officers, Assistant Sub-Deputy Agents were appointed in each division of that Agency, and, in the following year, three Assistant Sub-Deputy Agents were appointed in the Behar Agency. The number of Sub-Deputies and Assistants has from time to time been increased.

Appointment of Assistant Sub-Deputy Agents.

In 1868 the list of officers of the two Agencies was amalgamated "with a view to the more efficient performance of the duties devolving upon the Sub-Deputy Agents and Assistants of

* Opium Commission Report, 1883, Part I, Chapter II, para. 24.
† *Ibid*, para. 26.
‡ *Ibid*, para. 27,
§ *Ibid*, para. 28.
‖ *Ibid*, paras. 29—30.
¶ *Ibid*, para. 32.
** *Ibid*, para. 33.

both Agencies, * * * and to afford greater inducement to young gentlemen of respectability and education to enter the Department."*

In 1882, it having been represented by the Government of Bengal that the emoluments and prospects of Opium officers were insufficient to attract men of the class from which it was desirable to recruit officers for service in the Department, the following scheme was approved by the Secretary of State and brought into practice from the 1st November 1882 :†

Sub-Deputy Opium Agents—23.

		₹
Two	1st grade on	900
Five	2nd „ „	800
Six	3rd „ „	700
Six	4th „ „	600
Four	5th „ „	500

Assistants—47.

		₹
Four	1st grade on	500
Ten	2nd „ „	400
Twelve	3rd „ „	300
Fifteen	4th „ „	250
Six	Probationary grade on	200

With the exception that three of the appointments in the 1st grade of Assistant Sub-Deputy Opium Agents have been transferred to the 5th grade of the Sub-Deputy Agents, and that the number of the 3rd grade of Assistant Sub-Deputy Agents has been reduced by one, the number, grades, and salaries of these officers remain as sanctioned in 1882.

Factory Officers.

The manufacture of opium was in each Agency at first superintended by the Agent. In 1820 an Uncovenanted Assistant on ₹400 a month was appointed to Patna specially for work at the Factory.‡

First Assistants to the Agent.

In 1827 this officer was got rid of, and Captain Jeremie, an officer of a Native Infantry regiment, who had interested himself in experiments in the cultivation of the opium poppy, became first Assistant to the Agent. On his death in 1832, Dr. Clark, Civil Surgeon of Patna, was appointed, in March 1832, First Assistant to the Agent, and about the same time the Civil Surgeon of Ghazipur was appointed First Assistant of the Benares Agent.§

Civil Surgeons of Patna and Ghazipur appointed First Assistants in addition to their own duties.

The designation of First Assistant was changed to that of Principal Assistant in Behar in 1839, and in Benares in 1865. The Civil Surgeons of Patna in succession performed the duties of this office up to 1846, and the Civil Surgeons of Ghazipur up to 1859, being remunerated with a small salary and a commission.

Designation changed to Principal Assistant.

The appointments of Civil Surgeon and Principal Assistant were separated in the Behar Agency in 1846, and in the Benares Agency in 1859. The appointments of Principal Assistant were conferred on Medical officers, the salary of the Principal Assistant at Patna being fixed in 1855 at ₹1,200, and in Ghazipur in 1859 at ₹1,000. These officers, although they are bound, so far as their other duties allow, to afford medical aid to the Factory employés, are prohibited by an order of the Government of Bengal, No. 814G., dated 1st August 1871, from undertaking private practice.‖

Separation of appointments of Civil Surgeon and Principal Assistant.

To assist the Principal Assistant, an officer was appointed at each Factory under the designation of Head Assistant on ₹400. Since 1879 this appointment has been reserved for Assistant Sub-Deputy Opium Agents who are temporarily seconded.

Head Assistant.

The Agents, Principal Assistants, Sub-Deputy Agents, Assistant Sub-Deputy Agents, and Head Assistants constitute the gazetted staff of the Department. There are several other non-gazetted appointments carrying salaries of ₹100 and upwards, which will be noticed hereafter.

Gazetted Officers.

* Opium Commission Report, 1883, Part I, Chapter II, para. 34.
† *Ibid*, Part II, Chapter II, para. 216.
‡ *Ibid*, Part I, Chapter II, para. 35.
§ *Ibid*, paras. 37—38.
‖ *Ibid*, paras. 39—45.

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Sketch of the system of the operations of the Department.

It will be convenient to give a brief sketch of the system pursued in the Department to secure the cultivation of opium, its preparation for the market, and its disposal, in order to illustrate the duties entailed on the several classes of officers, and the qualifications which are consequently demanded of them.

The area under the supervision of each Agent is divided into tracts, which are termed "divisions," the number of the divisions in the Behar Agency being eleven and in the Benares Agency fifteen. Each opium division is under the charge of a Sub-Deputy Agent. The areas of divisions in the Behar and in the Benares Agency differ, however, materially. In the Behar Agency the area of an opium division is never larger than that of a Revenue district; and in some cases, two divisions are comprised in one Revenue district. In the Benares Agency the fifteen opium divisions extend over thirty-seven districts. In prescribing the duties of Assistants, it was contemplated that these officers would simply execute the orders of the Sub-Deputy Agents, and would exercise no independent authority.

This rule is practically observed in the Behar Agency, to which only ten out of the forty-three Assistants are attached, eight being stationed at the head-quarters of Sub-Agencies. Although two sub-divisions in Behar are placed in the charge of Assistants, the supervision and direction of every important operation in these sub-divisions remain with the Sub-Deputy of the Division.

On the other hand, the extensive areas of the divisions in the Benares Agency compelled the creation of a large number of sub-divisions. Of these no less than twenty-seven are placed in charge of Assistants, who, not being at the head-quarters of the division, perform the same duties as a Sub-Deputy, though they are compelled to draw the funds required by them through the Sub-Deputy in charge of the divisions, and forward their returns and accounts to the Sub-Deputy for transmission to the Agent. If it is considered that the Assistant in charge of a sub-division is not sufficiently qualified to take charge of weighments, weighments are made at the head-quarters of the division; but, ordinarily, the superintendence of the Sub-Deputy Agent is confined to an inspection of the sub-division in the course of his cold-weather tour. It follows that the responsibilities of the senior and best qualified Assistants in the Benares Agency are greater than those of the same class in the Behar Agency.

Estimate of the quantity of opium to be obtained in the ensuing season framed by the Government.

It is obviously not the interest of Government to lock up capital for an uncertain period; and, therefore, in each year an estimate is formed by the Government of India of the quantity of opium required to meet the demands of the market, without materially affecting the average price, and sufficient to provide a reserve to meet a deficiency in the succeeding year should the poppy crop in that year fail. The estimate so framed is communicated through the Government of Bengal to the Opium Agent with an intimation of the proportion which is to be provided by each Agency. It is then the duty of the Opium Agent to apportion the quantities to be furnished by him among the several divisions of his Agency. In some years it may be found necessary to extend, in others to diminish, the cultivation. The Agent, availing himself of the experience of former seasons as to the divisions from which a supply may be expected with the greatest certainty and of the best quality, intimates to each Sub-Deputy in charge of divisions the quantity of opium he is required to furnish, either by maintaining the cultivation to the extent obtaining in the preceding year, or by extending or contracting it, as may be necessary. The Sub-Deputy, according to the orders he receives, proceeds to arrange for the cultivation of such an area as he thinks requisite for the production of the quota assigned to him. If his orders require a reduction of cultivation, he removes from the registers inferior land, or lands cultivated by ryots who have not carried out their engagements in previous years satisfactorily. If, on the other hand, it is requisite to extend the cultivation, he endeavours to procure engagements from tenants of lands, which, in the course of his tours, he has noted as suitable for the cultivation; at the same time he gives to the reliable cultivators whose lands are already on the register the opportunity of increasing their cultivation.

The Agents assign to the officers in charge of divisions the quantity to be furnished by them.

It is the policy of the Opium Law that engagements should be made by officers of the Department directly with the individual cultivator, and that each cultivator should receive a license to cultivate and the advance made to him on account of the produce to be delivered, and that he should execute individually a counterpart engagement to the Government. In practice, however, engagements are made with the representative of a group of cultivators, who, in the Behar Agency, is termed a "Khátádár," and in the Benares Agency a "Lumbardar." The making of these engagements is technically termed the "Settlement." After this has

been concluded, usually at the end of September, the cultivators commence to prepare the land and sow the crop. It is the duty of the Departmental staff to see that the engagements with the cultivators are duly performed. For this purpose the cultivated area is measured in December, and when second advances are made, they are then given. In charge of a certain quantity of cultivation is a Ziladar; it is his duty, with the aid of his local knowledge, to assist in selecting lands fit for poppy cultivation, and to see that the cultivators receive their advances and sow according to their engagements. It is also his duty to report if any unlicensed land is cultivated. After the sowings have been made, it is his duty to bring to the notice of his superior officer any instance in which the crop is not properly weeded and cared for. The immediate superior of the Ziladar is the Muharrar, of whom there are three in each sub-division, and the immediate superior of the Muharrars is the Gumashta, the head executive Native officer in the sub-division, who controls the work of the Muharrars and Ziladars. The measurements of the areas under cultivation are made by the Native staff, and tested by the officer in charge of the division or sub-division. It is the duty of the Native staff when on tour to report on the state of the crops and any damage which may be done to the crop. The Sub-Deputy Agent or Assistant, as the case may be, proceeds through his sub-division, supervising the work of the Native staff, enquiring into complaints, and ascertaining whether smuggling is prevalent; and, in the Benares Agency, he is also expected to examine the village lands and make notes which may guide him in the selection of suitable lands for cultivation at subsequent settlements. In the Benares Agency, where, the Agent states, the desire on the part of cultivators to obtain licenses is ordinarily greater than he can satisfy, the most frequent causes of complaint are that a cultivator who has in previous years received a license has been refused one, or that he has received a license for a less area than he previously cultivated.

When the measurements are made in the Benares Agency, each cultivator receives a "miniature license" stating the extent of cultivation for which he has been admitted to engage and the amount of the advance he has received, with blank columns, to be subsequently filled up, showing the amount of opium delivered by him and the sum he is entitled to receive.

When the poppy has come into flower, the white petals are collected and made into what are technically called "leaves," in which the opium is packed for export. For the supply of these "leaves" advances are also made to the cultivators. The leaves are delivered at the head-quarters of the sub-division, and, in the Benares Agency, are paid for on delivery, but in the Behar Agency, ordinarily, on the final adjustment of accounts.

The next important operation is the weighment of the opium which has been collected from the ripening capsules. About the end of March, or early in April, summonses are sent to the Lumbardars and Khátádárs, fixing a date on which the cultivators, whom they represent, are to attend with their opium at the place of weighment; and the Ziladar, who is responsible for their punctual attendance, satisfies himself that the summonses are attended to in order to secure the attendance at one time of only so many cultivators as are required to keep the scales fully employed; the officer in charge decides, in consultation with his Gumashta, what groups shall be summoned to attend on a particular date. On the arival of a group of cultivators, it is the duty of the Gumashta to enter their attendance in the prescribed register; and, in the Benares Agency, to furnish the Lumbardar with an attendance ticket bearing a serial number, which entitles the group to have the weighments conducted and payments made in the order of the number shown on the ticket. In the Behar Agency the Khátádárs present the opium for testing, and on weighment receive payment for it. In the Benares Agency the cultivator does so, and as each presents his opium, he is identified by the Lumbardar and Ziladar. Before weighment the opium is *purukhed*, that is to say, tested to ascertain that it is free from impurities and to determine its consistence; any parcel of opium suspected of being adulterated is set aside and forwarded separately for examination at the Sadar Factory. In some divisions the opium is also subjected to an iodine test for starch. If the opium is judged free from adulteration, it is at once classified. The operations of testing and classification are generally performed by Native *purkheas;* but the Sub-Deputy or Assistant takes part in it. After classification the opium is weighed, and its weight and value entered in the office registers and in the licenses of the Lumbardars or Khátádárs, and in the Benares Agency in the miniature licenses of the cultivators.

On these latter entries payments are made, usually under the supervision of the officer of the division or sub-division. The accounts, however, are not as yet finally adjusted, for the actual value of the opium cannot be determined until it has been tested at the Sadar Factory. The *purukhing* officer, to be on the safe side, occasionally classifies the opium tendered somewhat below its actual standard, and in the Benares Agency a deduction of two annas in the rupee is made to cover over-classification. If on subjecting the opium to accurate test at the

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Sadar Factory it is found that the classification of any parcel of opium is erroneous, information is given to the District Officer, who adjusts the accounts with the cultivator or Khátádár concerned.

The stalks and leaves of the poppy plant, technically called "trash," are used as dunnage for packing the cakes. Trash is delivered in the Behar Agency at the head-quarters of the Agency, but the credit for the price is not given to the Khátádárs till after examination and weighment at the Sadar Factory. In the Benares Agency contracts are made with the Lumbardars for the delivering of trash at the Sadar Factory, and the Lumbardars arrange with the cultivators for the quantities they have engaged to supply.

Although in Behar the Opium officers at the time of weighment deal directly with the Khátádárs, the cultivators assemble in considerable numbers, and it is found difficult in that Agency, as well as in the Benares Agency, to maintain order during the progress of this operation, so important to the cultivator. In the Benares Agency, and less freely in the Behar Agency, outsiders, both Europeans and Natives, are engaged at this period to assist the permanent staff. The presence of responsible officers is required, not only to maintain order, but to dispose of the complaints which arise respecting inadequate classification or the undue abstraction of opium when it is placed in the weighing vessels or removed from the scales.

Opinion of the Opium Commissioners that the administration of the Opium Law was ineffectual to prevent fraud.

The Commission reported that of the two most important objects of the Opium Laws, *viz.*, the protection of the ryot from illegal exactions, and the securing for Government the entire produce of the cultivation, neither was attained under the present administration of the law; that fees and perquisites were habitually taken by officers of the Opium Department; that the practice was notorious and universal, though it had been perhaps reduced more completely to a system in the Behar than in the Benares Agency; that it had been brought to the notice of the authorities without any serious effort having been made to repress it; that correspondence was on record showing in detail the shares in which the illegal cess known as *khurcha* was divided among the Amlah, but that *khurcha* was still levied and divided as before.* It is understood that these charges against officials do not affect the European officers of the Department.

The Commission abstained from conjecturing the quantity of opium kept back and secretly disposed of by the ryots, but inferred from the insignificant consumption of excise opium in the poppy districts that the Government was annually defrauded of a very large quantity. It was observed that, if from the total area of poppy cultivation, estimated roughly at half a million of acres, only a small fraction of the produce of each acre was embezzled, the total loss would seriously reduce the profits which the Government should derive from its opium monopoly.†

The Commission held that in any case the cultivator kept back the opium with the connivance of those whose duty it was to secure its complete delivery, and observed that the fact that a Gumashta or Kothi Muharrar should supplement his inadequate pay partly by plundering the ryot, and partly by defrauding the Government might be regretted, but could hardly be wondered at.‡

Advances for the construction of wells.

In addition to the duties above described as devolving on the District staff of the Department, it may be mentioned that advances are made in both Agencies, of considerable amounts, for the construction of wells. It is the duty of the District Officers to ascertain that the persons applying for such advances seek this assistance in order to develop opium cultivation, and to make enquiries into the character and solvency of the applicants, and, where the security is a bond guaranteed by sureties, the character and solvency of the sureties. It being found that water from wells is warmer and richer in earth and alkaline salts than canal water, and therefore more suitable for the cultivation of poppy, wells are not unfrequently constructed even in districts supplied with canal irrigation.

Relations of the Opium Officers with the Officers of other Departments, with Zemindars and Planters.

In considering the qualifications required in Opium officers of the higher grades, it must not be overlooked that, in the discharge of their duties, they not unfrequently come in contact with officers of the Excise and Revenue Departments, with Military officers, with Zemindars, and with Planters. The Opium Commission observed: § "In one case the local officers succeeded in obtaining the prohibition of poppy

* Opium Commission Report, 1883, Part III, Chapter IX, para. 780.
† *Ibid*, para. 782.
‡ *Ibid*, para. 786.
§ Opium Commission Report, 1883, Part II, Chapter IV, para. 239.

cultivation in the head-quarters town and its immediate neighbourhood on the ground that the cultivation was an inducement to smuggling. In another district we were informed that the Magistrate had objected to weighments being held at the place most convenient to the cultivators, because he feared the sanitary effects of collecting a large body of *assamis* in the vicinity of the town. In more than one district of the North-West we found that a similar difficulty had been experienced in selecting places for opium weighments. On the whole, the impression left upon us by our enquiries was that the relations between the Opium Department and the District Officers are not so cordial and sympathetic as could be desired * * *. A District Officer not long ago recommended that a strict rule should be passed making poppy cultivation conterminous with the boundaries shown in the *Khasra* Survey maps, and prohibiting a ryot from sowing a part only of any field with poppy. The enforcement of such a rule would probably have the effect of making nine ryots out of ten abandon the cultivation."

And again: "There is no point in which the isolation (so to speak) of the Opium Department is more strikingly manifest than in the treatment which a Sub-Deputy Agent receives when he attempts to gain permission from the local authorities to establish a weighment station. Alike by civil and by military officials he is treated as a kind of public enemy. He is told that the congregation of a number of opium ryots is a nuisance to the station residents; that there is a risk of an outbreak of epidemic disease, or that there are military reasons to prevent his request being complied with. On such grounds as these he is hustled off to some out-of-the-way place, inconvenient both to himself and to the cultivators."*

The Opium Commission also pointed out that the Department was closely concerned with the Department of Irrigation. In the South Ganges Districts of Behar irrigated by the Sone Canal, complaints were made that canal distributaries had cut off poppy lands from communication with the village wells, of which the water by reason of its greater richness in saline and mineral matter, and its higher temperature in the cold season, was more beneficial than canal water for poppy cultivation. On a remonstrance being addressed to the Irrigation officers, they proposed that the ryots should be allowed to carry aqueducts for well water across the distributaries, but subject to the condition that the well water should be used only for irrigating the poppy lands, and that they should pay water-rates for all lands so irrigated as if they had been irrigated with canal water. The intervention of the Board of Revenue induced the Government to undertake the cost of constructing the aqueducts and relieve the ryot from liability to pay irrigation rates for the well water used upon his poppy lands; but if he should venture to use well water for an adjoining plot of vegetables, he is still required to pay full water-rates for both descriptions of land. In the Benares Agency complaints were made that the supply of canal water was insufficient and irregular, as to which the Commission observed, "in this matter the poppy is not worse treated than other crops: its misfortune is that it must be watered at the precise time when it needs water."†

Although it may be inferred from the desire of the ryots to obtain licenses that the cultivation of the poppy is in the North-Western Provinces more advantageous to them than other crops, and therefore enables them to meet the demands of the Zemindars, the Commission reported that "it is the general opinion of those best qualified to judge that the Zemindar though he may not actually be hostile, looks upon poppy cultivation with no friendly eye." The ryots cultivating opium know that they will receive protection from oppression on the part of their landlords from the officers of the Department; the Zemindars resent any interference with their authority, and dislike the visits of the Gumashta and the Ziladar to their estates. It was reported in the Gorakhpur District that some large proprietors absolutely prohibited their tenants from obtaining licenses, and that in Oudh a Zemindar had taken proceedings to eject some eighteen or twenty ryots on the ground that they had taken to poppy cultivation.‡

In the Behar Agency considerable opposition to the cultivation of opium was formerly offered by Indigo Planters. It is the interest of the Opium Department and of the Indigo Planter to secure lands of the best quality, and worked by the most careful and experienced cultivators; and although there are grounds for hoping that these conflicting interests may be reconciled by an improved system of cultivation, such opposition to a certain extent still exists, and a few years ago was the occasion of a serious dispute in the Champarun District.

Salaries of the Subordinate Native establishment in the Mufasal.

Except in Behar, where the Native officer immediately subordinate to the Sub-Deputy, styled the Native Assistant, performs the duties of Sheristadar and Treasurer on a salary of ₹40, but with a commission

* Opium Commission Report, 1883, Part III, Chapter V, para. 669.
† *Ibid*, Part II, Chapter IV, paras. 240-252.
‡ *Ibid*, paras. 244-245.

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which may raise it to ₹165 a month, no Native subordinate in the Mufasal establishments is in receipt of pay amounting to ₹100 a month.

After the opium has been received at the Sadar Factories, so much of it as is intended for the foreign markets is reduced to a uniform consistency (varying at the two Factories), packed and despatched for sale to Calcutta, where it is placed in store under the charge of the Intendant of the Store Godowns, and sold by an officer of the Board of Revenue, who receives a fee of ₹32 for holding the auction.

Other opium is manufactured at both Factories for excise purposes and sold to the Local Governments. Medicinal opium is manufactured at the Patna Factory only, but morphia and narcotine are manufactured at Ghazipur.

Sadar Factories: Duties of the Principal Assistant.

The Principal Assistant in each Factory is responsible for the work of the Factory in all its details, the discipline of the Factory establishment, the assignment of their various duties to his subordinates, the correctness of the Factory opium and cash accounts, and for the proper carrying out of all the different processes from the receipt of the crude materials into the Factory until the despatch of the packed chests. He is also the Opium Examiner, charged by Act XIII of 1857, sections 13 and 14, with the duty of testing and pronouncing on the quality of the opium received from the cultivators. If a Medical officer, he is in medical charge of the Factory operatives, so far as his other duties admit: and at Patna he is also (in subordination to the Agent) the officer in responsible charge of the saw mill, which turns out the chests for both Agencies. The senior of the two Principal Assistants receives a salary of ₹1,200 and the junior of ₹1,000; and each occupies a house within the Factory premises, for which he is charged a low rent.

Duties of Head Assistant.

The Head Assistant at each Factory is in charge of the opium from the time it has been tested until it passes out of the Factory. He is responsible for its proper storage, its alligation and manufacture into cakes. He supervises the storage of the cakes, their repair and packing. It is his duty to see that the registers connected with the departments under his control are properly kept up, and that the necessary forms and returns are punctually submitted; his salary is ₹400.* In the Ghazipur Factory, there are six Factory officers, whose salaries are not less than ₹100. The Assay Registrar is in charge of the Laboratory, and superintends all assays and the extraction and manufacture of morphia and narcotine. It is also his duty to keep the necessary registers of all assays and analyses. The Factory Assistants discharge such duties as may be assigned to them by the Principal Assistant. Among these are the charge of stores, the annual adjustment of scales and weights, the superintendence of the Factory Workshop, of the weighment, sorting, and storing of leaves and trash (leaves and stalks of the poppy plant used as dunnage); the manufacture, storage, care, and repair of cakes; the packing and discharging of cakes, the preparation and issue of lewa (opium paste) with which the leaf envelopes of the cakes are fastened together, and the packing of the opium chests. The Engineer is in charge of the pumping engine and of the steam and manual fire engines, and commands the Fire Brigade.

In the Clerical establishment there are two Assistants, a Head Accountant and a Head Auditor, drawing salaries shown in the Statement in Section II.

In the Behar Agency there are an Assistant Opium Examiner, a Laboratory Superintendent, two Factory Assistants, a Store-keeper, Head Clerk, and Saw Mill Engineer; and in the Clerical Department, a Head Accountant, a Head Clerk and Sheristadar, a 2nd Clerk and Sub-Accountant.

The Opium Commission made the following, among other, recommendations:†

That the Opium Department should be withdrawn from the supervision of the Board of Revenue and be placed under a Covenanted Civil Servant, styled Director General immediately subordinate to the Government of India, with his head-quarters at Lucknow.

That there should be attached to that officer as a Personal Assistant also a member of the Covenanted Civil Service of not less than five years' standing, who should hold the appointment for three years.

That there should, as at present, be two Agents, Covenanted Civilians of from thirteen to fifteen years' standing, who should hold office for five years, and that the post of Director General should be reserved for officers who had passed through the grade of Agent.

That the Sub-Deputy Opium Agents should in future be styled Deputy Agents, and the Assistant Sub-Deputy Opium Agents should be called Assistant Agents.

* Opium Commission Report, 1883, Part II, Chapter XI, para. 366.
† *Ibid*, Part III, Chapter II.

That the positions of Sub-Deputy and Assistant Sub-Deputy Opium Agents should be improved and the service made more attractive—

(*a*) by equalizing allowances for house-rent; and

(*b*) by empowering the Director General to distribute an amount not exceeding ₹13,500 a year among the most meritorious of the gazetted and non-gazetted officers of the Department as bonus allowances.

That the number of Deputy Opium Agents in the Benares Agency should be increased to eighteen, making with eleven in Behar the total number twenty-nine.

That the number of Assistants should be increased from forty-seven to fifty, of whom thirty-five should be attached to the Benares and fifteen to the Behar Agency.

As to the Agency and District establishment, the Commissioners recommended:

that in the establishment of each Agent there should be—

	₹		₹
An Accountant and Head Assistant on	300	rising to	500
A Head Clerk and Sheristadar	150	„	200
A second Clerk	100	„	120
Two Clerks (each)	80	„	100
And in the Benares Agency two other Clerks also (each) .	80	„	100

in addition to a clerical and menial staff less highly paid:

that at the head-quarters of each Deputy Agent there should be a Head Clerk and Sheristadar on ₹100 rising to ₹150:

that Gumashtas should be divided into two grades—

	₹
Gumashtas, 1st grade	200
„ 2nd grade	150

and that the numbers of the appointments in each grade should be nearly equal.*

It was observed that the Gumashta is "an officer whose duties, powers, and responsibilities are fully on a par with those of an Inspector of Police, a Tahsildar in the North-Western Provinces, or a Sub-Deputy Collector in Bengal;" that "he is the confidential adviser of the Deputy Agent in the conduct of settlements;" and that "all payments for advances are made on his recommendation."†

It is unnecessary for the purposes of the present enquiry to recite the recommendations of the Commission respecting the conduct of business in connection with settlements, advances, remissions, and weighments, except to notice that the Commission advocated the employment of three European officers to superintend weighments, two of whom were to be permanent officers of the Department, *viz.*, the Deputy Agent and his Assistant, and the third a temporary officer engaged for the occasion. It must, however, be noted that in describing these officers as Europeans, the Commission apparently adverted to the then existing system of recruitment, and did not contemplate the expression of an opinion as to the respective fitness of Europeans and Natives for the discharge of the duties of Superintendents on such occasions.‡

As to the establishment at the Factories, the Commission accepted the view that no officer could be considered to be thoroughly qualified for the important position of Factory Superintendent who did not possess considerable scientific attainments of a certain kind and previous experience of the working of an Opium Factory, or who was wanting in tact in the management of a large establishment.

The Commission considered that the Principal Assistant need not be a Medical officer. It was observed, however, that to be able to perform efficiently the work devolving on a Factory Superintendent, the man must be a highly skilled Chemist and proficient in quantitative analysis—attainments rarely possessed by members of the Medical Service, and which when possessed by a member of that service would entitle the Medical officer to expect a higher salary than ₹1,200 as the limit of his advancement, and consequently that it was improbable that the Department would secure his services. It was further observed that an officer appointed from the Medical Service could not have enjoyed previous experience in an Opium Factory, and had rarely, if ever, acquired any knowledge of practical mechanics.

In view of these considerations, the Commission came to the conclusion that for Factory Superintendents the Opium Service would be likely to furnish a wider and better field of choice than the Medical Service; it was therefore recommended that the Government should

* Opium Commission Report, 1883, Part III, Chapter II.
† *Ibid*, Chapter III.
‡ *Ibid*, Chapter V, para. 676.

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announce to the Opium Service its intention to open to that service the posts of Factory Superintendents; that the possession of a first-class certificate from the Royal School of Chemistry, South Kensington, and of a satisfactory certificate of having gone through a six months' workshop course should (provided the Government was satisfied of the candidate's capacity to manage with tact a large establishment) be considered as rendering an Opium officer eligible for one of the appointments, and that particulars of the certificates which might be substituted for the certificate of the Royal School of Chemistry should, from time to time, be notified.

It was contemplated that if that recommendation was accepted, an Assistant Opium Agent would, in the early years of his service, acquire in this country a partial knowledge of Chemistry, and then take furlough, in the course of which he would obtain the required certificates; that hereafter young men would join the service already holding workshop certificates and some kind of certificates of chemical knowledge; meanwhile it was proposed, as the best course for adoption, that failing a duly qualified member of the Opium Service, the post of Factory Superintendent should be filled by a member of the Medical Service, who with some special knowledge of Chemistry, and after having held charge of a District Jail, should have acquired special training as an Assistant Factory Superintendent on a salary of, say, ₹750.*

The post of Head Assistant, which since 1879 has been held by Assistant Sub-Deputy Opium Agents who are temporarily seconded on the list, the Commission considered should be a prize for the junior ranks of the Opium Service, just as that of Factory Superintendent would, if their recommendations were approved, be a prize for the senior ranks of the service. They regarded the appointment as a training ground for the men from whom the Factory Superintendents would be selected. They proposed that candidates for the appointments should produce satisfactory certificates of a six months' workshop course and of having passed an examination in Chemistry of a standard to be from time to time prescribed, and that the selection of officers for the appointment should rest with the Director General.†

In the clerical establishment of each Factory, the Commission recommended that there should be a Head Auditor on a salary of ₹150 rising to ₹250.

As to the ungazetted Factory Establishment, the Commission recommended that there should be in each Agency eight officers drawing salaries amounting to ₹100 and upwards, *viz.*,

	₹		₹
An Assistant Opium Examiner on	250	rising to	350
1st Factory Assistant	200	„	250
2nd ditto	175		
3rd ditto	150		
4th ditto	140		
5th ditto	130		
6th ditto	120		
7th ditto	110		
8th ditto	100		

and in the Benares Agency an Engineer on a salary of ₹100 rising to ₹150.

The Commission observed that the Assistant Opium Examiner should be a person of good general education, particularly in arithmetic, and possess a fair knowledge of theoretical and practical chemistry. Such a knowledge, it was believed, could be obtained by attendance at a full course of lectures, and by undergoing a course of practical instruction in the Laboratory at either the Presidency College or the Medical College, Calcutta.

It was insisted that proof should be required that a satisfactory examination had been passed in Inorganic Chemistry, both theoretical and practical, and, failing a competent candidate from the ranks of the Opium Department, the appointments might, the Committee thought, be thrown open to Natives of good character and physique.‡

In the Saw-mill establishment at Patna, the Commission considered the salary of the Superintendent, ₹400, sufficient for the appointment.

The recommendations of the Commissioners werereferred to the Bengal Board of Revenue, who considered them and submitted their opinion on them. On some questions orders have been received; on others they are still awaited.

The recommendation respecting the appointment of a Director General of Opium, and the recommendations which were contingent on the creation of that appointment, have been negatived.

* Opium Commission Report, 1883, Part III, Chapter VII, paras. 720-729.
† *Ibid*, paras. 730-731.
‡ *Ibid*, paras. 736-739.

In letter No. 980 T.R., dated 28th June 1884, from the Government of Bengal to the Government of India, Sir Rivers Thompson accepted the recommendation of the Opium Commission respecting promotion of officers in the Department to the post of Principal Assistant or Superintendent of the Factory; and in another letter No. 2600-1300, dated 18th December 1886, the Lieutenant-Governor approved of the recommendation that the post of Head Assistant or Assistant Factory Superintendent should be filled from the junior ranks of the Opium Service.

It will be seen from the table prepared by the Departmental member that, in addition to the two Agents who must necessarily be Covenanted Civilians under the Act 24 and 25 Vic., Cap. 54, the two Principal Assistants, twenty-four out of twenty-six Sub-Deputy Opium Agents, twenty-one out of thirty-seven Assistant Sub-Deputy Opium Agents, and two out of five Probationers, are Europeans not domiciled in India; that one Sub-Deputy Opium Agent, nine Assistant Sub-Deputy Opium Agents, one Head Assistant, and two Probationers are Europeans domiciled in India; that one Sub-Deputy Agent and seven Assistant Sub-Deputy Agents are Eurasians; that one Probationer is a Mahomedan; and that there is no Hindu in the gazetted ranks of the Department. It will also be seen that in the Benares Agency, out of ten Factory appointments carrying salaries of ₹100 and upwards, one is held by a non-domiciled European, two are held by domiciled Europeans, five by Eurasians, and two by Hindus; that in the Behar Agency, out of ten Factory appointments, one is held by a non-domiciled European, one by a domiciled European, five by Eurasians, two by Hindus, and one by a Mahomedan, and that the appointments held in both factories by Hindus and Mahomedans are mainly of a clerical nature. The Intendant of the Store Godowns at Calcutta is a Eurasian.

Appointments to the office of Agent are made by the Government of Bengal; but the selection of the Benares Agent is left to the Government of the North-Western Provinces. The Civilians at present filling these posts are officers of upwards of 28 years' service. The appointments of the Principal Assistants are also made by the Bengal Government, and these offices have, as has been already noticed, been uniformly conferred on Medical officers for about fifty years. The appointments of other gazetted officers were formerly made by the Bengal Government by nomination. In 1884 the Lieutenant-Governor suggested to the Government of India that candidates for employment in the Opium Department should, after nomination and admission to the service, be required to pass a qualifying examination similar to that prescribed by Resolution No. 2273 (Financial), dated 18th April 1876, for admission to the Financial Department, and that certain modifications should be made in the examination.* These proposals were approved by the Government of India.†

In a Resolution, dated 14th July 1884, the Bengal Government published rules for the admission of Europeans to the Department by competitive examination.

The question of the appointment of Natives to the higher posts in the Opium Department was raised by the Lieutenant-Governor of Bengal, Sir George Campbell, who in July 1871 called for an exact report of the system under which Natives were employed in the Opium Department, showing in what capacities they entered, to what they rose, and why they never rose any higher. The Board of Revenue thereupon called for reports from the Agents. Mr. Abercrombie, the Behar Agent, held that the work of an Opium officer was that of a farmer, in which educated Natives took no interest, and for which they were morally and physically unfitted. For the hard work at weighments he said that they had no stamina. He pointed out that there was no office in which there were greater facilities for fraud and peculation; that the cultivators would have no faith in Natives; that the class employed, if Natives were admitted, would be Bengalis, who would be looked down upon; that Natives would not be able to protect the ryots from fraud and extortion; and that great discontent would ensue. The Benares Agent also expressed himself as strongly opposed to the appointment of Natives, and the Member of the Board in charge of the Department, Mr. Money, concurred generally in these opinions. He thought it probable that, at any rate at first, Natives, though they might be perfectly honest, would not inspire the confidence which a European did in the minds of the cultivators; and, having regard to the possible financial injury to Government, he pronounced the appointment of Natives to the higher grades in the Department very undesirable. In a letter, dated 5th November 1872, the question was referred by the Bengal Government for the consideration of the Government of India, but it does not appear that any further steps were taken.

* Letter from Government of Bengal to Government of India, No. 1102A., dated 14th March 1884.
† Letter from Government of India to Government of Bengal, No. 309, dated 17th April 1884.

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In excluding the Opium among other Departments from the operation of the rule promulgated in 1879 respecting the appointment of Europeans, the Government of India observed that it was not its wish that appointments in the Executive Departments should be in any way reserved for Europeans; and that the duties of the Opium and Customs Departments were not more technical or arduous than those of the Land Revenue and Settlement branches of the Service, wherein Natives did excellent work * * * , and a hope was expressed that it might be possible to appoint Natives of India more and more freely to the higher offices in those Departments (Circular of the Government of India, No. 21—746-753, dated 18th April 1879).

In 1883 a petition was forwarded to His Excellency the Viceroy by the Graduates' Association at Allahabad, praying that the gazetted appointments in the Opium Department and the Factory Assistantships might be thrown open to Natives.

This petition was referred to the Government of Bengal, and by that Government to the Board of Revenue for report. Before replying to the reference, the Board again consulted the Agents. The Benares Agent, Mr. H. Rivett-Carnac, C.I.E., observed that the qualifications for gazetted officers in that Agency were activity, intelligence, and integrity—a combination of qualities which he thought might certainly be found among selected Native candidates. He therefore considered that the gazetted appointments might with advantage be thrown open to Natives of India, and he reminded the Board that a Native had been, on his recommendation, appointed to officiate as an Assistant Sub-Deputy Agent in 1880, and that in 1883 a further recommendation had been submitted by him on behalf of this gentleman. He expressed his opinion that Native gentlemen of the class from which Tahsildars and Deputy Collectors are recruited might do excellent service as Assistants, and eventually as Sub-Deputy Agents. He did not regard it as desirable to select men for promotion from the ranks of the Gumashtas as, although experienced, they would generally be too old to commence as Assistants, nor were they as a rule of the class from which Native Assistants should be drawn. Adverting to the difficult and irksome nature of the duties of Opium officers and the unpopularity of the Department when compared with the prestige and advantages offered by the executive and judicial branches of the public service, which he thought would deter the better class of Native gentlemen from seeking employment in the Department, he declared himself nevertheless in favor of opening the Department to Native gentlemen, and was sanguine that the success which had attended their appointment to the gazetted grades of the Public Works, the Postal, and other Departments of the public service might, in due course, be recognized in the Opium Department also. But to secure the success of the experiment, he advised that the change should be introduced cautiously, the candidates being in the first instance carefully selected by Government, and then trained under the most experienced Sub-Deputy Agents; that the candidates should for the present be appointed as Probationary Assistants, and on qualifying themselves be promoted to the higher grades in the same manner as European Assistants. He also advised that for the present the appointment of Natives should be limited to one among every four vacancies—a restriction which might by degrees be removed as the selected candidates justified their appointment.

The Behar Agent, Mr. W. Kemble, adverting to an admission in the petition that the Opium Department was a purely agricultural and commercial concern, observed that the petitioners could not plead on behalf of the Natives of India that, in consequence of their not having hitherto been admitted into the gazetted grades in that Department, they had been excluded from a share in the government of the country, for it could hardly be argued that an officer of the Opium Department was in any sense one of the governing body. He considered that circumstances having rendered it necessary that the Government of India should become the head of one of the largest and most important agricultural and commercial concerns ever known, it was incumbent on that Government to conduct its business on strictly commercial principles, and setting aside all sentiment with regard to nationality and race, to select as its Sub-Managers the men best suited for the work required from them. Inferring that the gentlemen on whose behalf the memorial was submitted were mostly men of superior education or birth, he expressed his belief that Englishmen of those classes would not, as a rule, be selected as Assistants by any Indigo Planter—a business which approached very nearly to that of the Opium Department; nor would these classes wish to take such service unless they were closely connected with the proprietors, and in possession of, or with an immediate prospect of obtaining, a share in the concern; that such men as mere paid Assistants would be the worst an Indigo Planter could employ; and that such classes in India would, in his opinion, be the most ill-suited for employment under Government as Assistant Opium Agents. The educated Natives of India would, he thought, despise the comparatively humble and simple duties

required from an Opium officer of the gazetted grades, *viz.*, to be constantly on the move from village to village to see that the Gumashta dealt fairly with the cultivators, and to induce the cultivators to accept advances and to carry out their engagements. Noticing an observation of the memorialists that the real hard work was done by these Gumashtas, and admitting that this was, and always must be, the case, he maintained that the duty of properly supervising the Gumashtas, and seeing that they did their work, would be better performed by an Englishman of active habits than by an aspiring and ambitious Native, with nothing to recommend him but his book-knowledge and power to pass an examination. He observed that the culture which the memorialists regarded as *primâ facie* evidence of the honesty of the best graduates would not be a proof that they would command the respect of their subordinates, nor a guarantee that they would get the same amount of work out of their Gumashtas, or the same quality of opium from their Zillas, as the more active, but perhaps less intellectual, Englishman. He admitted the assertion of the memorialists that Natives work as hard at inspection and at the scales at the time of weighment as Europeans, but he denied that the same results followed. He asserted that he had served in many indigo districts, and had never yet seen a Factory fall into Native hands in which the quantity of the manufacture did not fall off and the quality of the dye deteriorate, and he maintained that the result was the same with regard to all business conducted on the European system by Native agency. He disclaimed any hostility to Natives generally, and held them admirably suited for some professions and posts, but he contended that it would not pay to put them in as Managers of an opium business. Comparing the work of a Sub-Deputy Opium Agent with that of the Manager of an indigo concern, he reminded the Board that where the Department had one European in charge of cultivation extending over two thousand or three thousand square miles, the Planter had an Assistant in every five or six villages. He declared that the Native subordinates in the Department scarcely knew the names of the villages under their charge, while the Planters and Gumashtas knew every ryot and every square foot of ground. Active and efficient European agency he considered essential to make a business prosperous, and he regarded with disfavor any proposal which might tend to reduce the already too small staff of English officials. As to the employment of the memorialists in the post of Factory Assistants, he considered the number of the appointments so small, and their duties so very unintellectual, that he could not believe that the Graduates' Association had been aware of their nature when asking for employment in that branch. He thought that an active and intelligent head *mistri* might be employed, but that East Indians, for whom there were but few posts available under Government, were the best agency they could find. Reciting Mr. Abercrombie's opinion, he expressed his general concurrence therein, but stated he did not think that the better class of Natives, such as the memorialists, would be dishonest, but that they would not keep their subordinates so honest as a European could, and that they would ever be afraid of some small faults of their own being made the subject of a false charge, in defence of which they would not have the courage to tell the truth, and which would put them in the power of their subordinates. In forwarding these reports to Government, the Board, while allowing the great progress of education among Natives (since July 1871, when the question was first mooted), and the development of the policy of the more extended employment of Natives in Departments of the public service for which they are fitted, declined to affirm that highly educated Natives possessed the necessary qualifications for the work devolving on officers of the Opium Department. Having regard to the disastrous effects on Imperial finances which would result from any mismanagement, the Board deemed it necessary to proceed with the utmost caution in adopting the change desired, and expressed doubts whether Native cultivators would have the same confidence in the officers of the Department as they had, if Native superior agency were substituted for European to any great extent. This doubt was especially felt in reference to the employment of Natives of Lower Bengal among Natives of Behar and up-country cultivators. The Board desired it to be understood that they did not deny that Natives could be found possessing the necessary qualifications of an efficient Opium officer; but, considering that the prospects of the Department were not nearly as good as those of the Judicial and Subordinate Executive Services, in which the duties were far more congenial to Natives, they believed that the Opium Department would not obtain the pick of the men anxious to enter the public service. Regarding the Opium Department as a great commercial undertaking, they held that Government must be guided by the ordinary rules that would influence commercial men engaged in business, and seek the best agency that could be procured for the remuneration offered; and stating the question of the employment of Natives in the superior appointments in the Department in this form, the Board thought that there could be no doubt what reply should be given to it. They declared their conviction

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that the European was the most suitable officer for the duties devolving on Sub-Deputy and Assistant Agents. At the same time they declared their readiness, if Government was pleased to direct the experimental employment of selected Natives, to arrange that the work was properly watched and reported on; but they suggested that, if such orders were issued, Natives should be appointed alike in both Agencies.* The Lieutenant-Governor, Sir Rivers Thompson, in communicating the report of the Board and the opinion of the Agents to the Government of India, made the following observations:—

"Approaching the question now in the light of recent experience, the Lieutenant-Governor very freely admits that among the educated Native gentlemen who now-a-days seek Government employment many are to be found fitted, so far as education and probity can fit them, for employment in the higher grades of the Opium Department. The exclusion from employment in that Department, which has been hitherto enforced against them, has not been based on any defect in intelligence or any want of probity on their part, but because of their supposed general unfitness for the kind of duties which Assistant and Sub-Deputy Opium Agents have to discharge. It has hitherto been believed (and it will be observed that one Agent and the Board still share in the belief) that their relations with the cultivators in matters calling for much tact and perseverance, though attracting but little public attention, would seldom be satisfactory; that the strict and laborious supervision which the work demands, calling frequently for the exercise of great personal activity and entailing exposure to inclement weather would not always be fulfilled; and that placed in positions when the interests of Government in the Opium Department conflict with the interests of private European enterprise, Natives would lack the necessary self-confidence. From such a belief as this it was naturally concluded that the pecuniary interests of Government, which in the Opium Department are very great, would suffer from the employment of Natives in the higher grades, and accordingly the Government has hitherto not been willing to trust the responsibility to other than European hands. Having regard to the interests at stake, to the difficulties with which opium cultivators have to contend in this country, and to the necessity of procuring for the China market the best description of drug manufactured in the best and most careful manner, the Lieutenant-Governor must say he thinks the policy hitherto pursued has been prudent."

"At the same time Mr. Rivers Thompson desires to express his opinion that Government cannot always maintain this attitude of exclusion without at least giving Natives a trial in the Opium Department. There may be found Native gentlemen who, to the intelligence and probity which the Native members in the higher grades of the public service now, as a rule, exhibit, may join that of physical endurance and self-confidence, tact, and perseverance which the Opium Service needs, and from this point of view I am to say that the Lieutenant-Governor is himself willing, under conditions of careful selection and supervision, to open the Opium Service to Natives. The ultimate decision of the question is, however, of more importance from an Imperial than from a Provincial standpoint, for the opening to be given in the Opium Department to Natives can be but small, while, as the Opium revenue is Imperial, the loss from an unsucessful experiment would fall on Imperial Funds."

The Governor-General in Council, after carefully considering the opinions recorded and communicated by the Government of Bengal, expressed his concurrence in the Lieutenant-Governor's view that the time had arrived when the exclusion of Natives from the higher appointments of the Opium Department should be removed. His Excellency in Council was disposed to accept the opinion expressed by Mr. Rivett-Carnac, and considered that Natives of India should henceforth be held to be eligible for appointment to the grades of Sub-Deputy and Assistant Sub-Deputy Opium Agents. The Lieutenant-Governor was directed to take steps to arrange for the future admission to the Department of thoroughly qualified Natives in such manner and under such conditions as to guard the efficiency of the service from being impaired and the revenue from danger. It was ordered that the appointments should be made by nomination after careful selection, and it was suggested that, apart from such other sources of supply as the Lieutenant-Governor might desire to utilize, suitable nominees might probably be found among the class from whom were selected the Tahsildárs and Naib Tahsildárs in Northern India, and officials occupying analogous positions in the Canal Department; care was enjoined that only men physically fit for the work required should be nominated, and it was ordered that so long as the matter was in an experimental stage, only one vacancy out of every four should be filled by Natives. The Lieutenant-Governor was requested to frame rules on the lines suggested for regulating the selection and appointment of Native candidates, and to submit them for approval before they were brought into operation.

Rules were accordingly framed and submitted with letter No. 1456T.R., dated 7th Septem-

* No. 243B., dated 10th April 1884.

ber 1885. The first proposed rule ran as follows: "Natives of India will be admitted to the higher grades of the Opium Department by selection." To this a note was appended defining the term "Natives of India" in the words employed by the Statute 33 Vic., Cap. 3. The rules proposed contained no qualification respecting the age of candidates, nor the limitation of the proportion of vacancies to be filled by Natives of India. On this point the Lieutenant-Governor stated that he understood that the directions given him were intended to indicate the manner in which his discretion should be exercised, especially as it appeared that the specification of the number of the appointments reserved was for the time being only provisional. The Government of India observed that the rules were intended only to regulate the admission into the Opium Department of Natives of India of unmixed descent, and were not meant to apply to Europeans domiciled in India, or to Eurasians who were, it declared, eligible for appointment to the Opium Department under existing rules. It was therefore directed that Rule I should run as follows:—"Natives of India of unmixed descent will in future be admitted to the Opium Department by selection," and that the foot-note should be omitted.

Inasmuch as an age limit had been laid down for European and Eurasian candidates, and the Government of India considered that a limit was necessary in the case of Natives of India also, it was directed that a rule should be introduced limiting the age of a Native candidate, not already in the service of Government, to twenty-five years when appointed to the Department. The suggestion that the condition respecting the proportion of vacancies to be filled by Natives of India should not be embodied in the rules was accepted, but it was intimated that, if for any reason an alteration of this proportion should thereafter be found desirable, the matter should be referred to the Government of India for orders.

In advertence to the opinion which had been expressed as to the class in which suitable nominees might be found, the Government of India intimated that it would be an advantage to allow the nomination of Native candidates for employment in the Benares Agency to be made by the Government of the North-Western Provinces and Oudh, in communication with the Opium Agent. Inquiry was made whether it would not be expedient that the Government of the North-Western Provinces and Oudh should also nominate candidates for the competitive examination of Europeans and Eurasians for admission to the Department. It was requested that, if the suggestions above mentioned commended themselves to the Lieutenant-Governor, the necessary provision should be inserted in the rules both for the admission of Europeans, Eurasians, and Natives to the Opium Department.*

A revised draft of rules for the admission of Natives of India to the higher grades of the Opium Department was submitted to the Government of India on the 9th February 1886, and was as follows:—

"*Draft Rules for the admission of Natives of India to the higher grades of the Opium Department.*

"1. Natives of India of unmixed descent will be admitted to the Opium Department by selection.

"2. A candidate who wishes to have his name registered for appointment must forward an application in writing, if he be resident in the Lower Provinces, to the Chief Secretary to the Government of Bengal, or, if he reside in the North-Western Provinces, to the Chief Secretary to the Government of the North-Western Provinces.

"3. Each candidate must produce (*a*) a certificate of having passed the Entrance Examination of the Calcutta University, or satisfactory evidence from competent authority of having received a good education up to the standard at least of the Entrance Examination; (*b*) satisfactory certificates of his respectability and good moral character, countersigned by the Magistrate of the district in which the candidate resides, or by the Commissioner of Police if the candidate be a resident of Calcutta; (*c*) a certificate of health and physical fitness from a Government Medical officer; (*d*) a certificate from a competent Government officer that he is able to ride, and is of active habits.

"No person whose age exceeds 25 years will be eligible for admission into the Department unless he be already in Government service.

"4. A candidate considered eligible for admission into the Department, and whose name has been approved by the Lieutenant-Governor of Bengal or of the North-Western Provinces, will receive an intimation to that effect.

"5. The registration of any applicant's name as an approved candidate will not give him a claim to an appointment.

* No. 3431, dated 9th October 1885.

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"6. A candidate appointed to the Department will be considered as a probationer for the first two years of his service. His confirmation in the Department will depend on the report which may be submitted by the Opium Agents as to the industry and intelligence with which he discharges his duties, and as to his fitness for service in the Department.

"7. Persons appointed under these rules will be liable to pass the usual departmental examinations."

With reference to the inquiry made by the Government of India whether it would not be expedient that the Government of the North-Western Provinces and Oudh should also nominate candidates for the competitive examination of Europeans and Eurasians, the Lieutenant-Governor of Bengal stated that only Europeans had hitherto been admitted to the competitive examination, and that he was of opinion that this rule should be retained; that he would be glad to receive from the Government of the North-Western Provinces and Oudh the names of any European candidates whom that Government might consider to be specially qualified for employment in the Department, with a recommendation for their admission to the examination, and that such recommendations would always receive the fullest consideration.* The Government of India enquired whether the term 'European' used by the Lieutenant-Governor in his reply meant Europeans of unmixed descent, whether domiciled in India or not, or whether it included Eurasians.† His Honor answered that the term 'European' was intended by him to apply only to Europeans of unmixed descent, whether domiciled in India or not, and that it did not include Eurasians; that up to a comparatively recent date appointments in the Opium Department were given only to Europeans who had to pass the departmental examinations prescribed for the service. His Honor pointed out that in the correspondence ending with the letter of the 21st August 1884, the exclusion of Natives from the higher appointments in the Department was removed, but that it was ordered by the Government of India that only one vacancy out of every four should be reserved for Natives; that it was also arranged that the admission of Europeans to the service should be regulated by a system of nomination for competitive examinations: that this was the rule in force, and that he considered it necessary to restrict the privilege of appearing at these examinations to Europeans of unmixed descent. Seeing, however, that the higher grades in the Opium Department were to be partially filled by Natives under a system of selection, the Lieutenant-Governor was of opinion that Eurasians who are Natives under Section 6 of the Statute 33 Vic., Cap. 3, should have an equal chance with Natives of unmixed descent. Admitting that the suggestion was not in unison with the views expressed in the Government of India letter No. 3431, dated 9th October 1885, His Honor expressed his hope that, in justice to Eurasians, who were in his opinion entitled to the same privileges as Natives of unmixed descent, the Government of India would be inclined to reconsider the question with the view to the admission of those persons to the service from which, under the then existing rules, they were entirely excluded. He pointed out that the result would be that, while three appointments out of every four would be filled by Europeans under a system of nomination combined with competitive examination, every fourth appointment would be available alternately for a specially qualified Eurasian or Native.‡

The Government of India was unable to agree with the opinion expressed by the Lieutenant-Governor that Eurasians should be admitted to the Department by selection in the way in which it was proposed specially to admit Natives of unmixed descent. On the other hand, it saw no reason why they should be excluded from the competitive examinations under which Europeans were admitted to the Department, and it was suggested that in future Eurasians should be considered eligible for nomination to appear at such examinations.§ In accordance with these orders Eurasians are now admitted to the competitive examination prescribed for the candidates by the rules of July 14th, 1884.

Copies of the correspondence of the Government of India with the Government of Bengal were forwarded to the Lieutenant-Governor of the North-Western Provinces and Oudh, with an enquiry whether His Honor saw any objection to the issue of the rules. It was pointed out that the proposed scheme provided for the nomination by the Government of the North-Western Provinces and Oudh of Native candidates for employment in the Benares Agency, in communication with the Opium Agent, and also for the nomination of candidates for the competitive examination of Europeans and Eurasians, it being understood that all appointments would be made by the Government of Bengal in consultation with the Government of the North-Western Provinces and Oudh; and it was suggested that, apart from such other sources

* No. 525—23-O, dated 9th February 1886.
† No. 928, dated 26th February 1886.
‡ No. 1231—54-O, dated 8th April 1886.
§ No. 795, dated 14th May 1886.

of supply as the Lieutenant-Governor might desire to utilize, suitable Native candidates might be found in the Subordinate Executive Service, and that if the draft Rules were approved, details with regard to the registration of the names of the candidates should be arranged by the Government of the North-Western Provinces and Oudh directly with the Government of Bengal.*

The Lieutenant-Governor of the North-Western Provinces and Oudh intimated his assent to the issue of the rules, and addressed the Government of Bengal with a view to the settlement of the details in regard to the registration of the names of candidates.†

Thereupon sanction was given by the Government of India to the publication of the rules by the Government of Bengal, and it was directed that they should be brought into operation.‡

It would seem that the Lieutenant-Governor of Bengal was in error in assuming that any rule then existing prohibited the appointment of Eurasians to the Department. It has been shown that on the creation of the office of Sub-Deputy Opium Agents, Eurasians were distinctly referred to as members of the class in favor of which appointments to those offices might be made. It does not appear that any alteration was made in regard to the persons eligible for appointment to the Department when the office of Assistant was created, and the Benares Agent, Mr. Rivett-Carnac, informed the Sub-Committee that Eurasians were admitted to the gazetted offices long before he joined the Department—thirteen years ago. The subjects of the competitive examination for Europeans and Eurasians are Elementary Indian History, and a little more than Elementary English History, Arithmetic to decimal fractions, Algebra to quadratic equations, the Geography of Asia (especially India) and Europe, a short essay on some easy every-day subject, Hindustani, including reading at sight with tolerable fluency some easy printed book, a short translation from English into Hindustani, and conversing intelligibly with an educated Native; and there are assigned to English 200 marks, to Arithmetic and Algebra 300 marks, and to Hindustani and Geography 150 marks each, the passing marks being one-half the full number of marks allowed for each subject. The educational qualification of Natives appointed by selection is a certificate of having passed the Entrance examination of the Calcutta University, or satisfactory evidence from competent authority that the candidate has received a good education up to the standard at least of the Entrance examination. The Native candidate is also required to produce satisfactory certificates of respectability and good moral character, countersigned by the Magistrate of the District in which he resides, or by the Commissioner of Police, if the candidate be a resident of Calcutta; and a certificate that he is able to ride and is of active habits. European, Eurasian, or Native candidates are alike required to produce certificates of physical fitness, which certificate, in the case of a Native, must be given by a Government Medical officer. No European or Eurasian is permitted to appear at the examination whose age, on the date of the examination, exceeds 25 years, and no Native is qualified for selection whose age exceeds 25 years, unless he is already in Government service. A fee of ₹10 is charged to Europeans and Eurasians for leave to appear at the examination. Natives of Asiatic parentage are appointed to the service on probation for a period of two years, but it is not clear whether the rules require Europeans and Eurasians to undergo probation, though it is understood that all persons appointed to the Department must pass the departmental examinations, which require a limited acquaintance with Botany, Chemistry, and Surveying. Appointments to the clerical Factory establishment, except, as aforesaid, at the head-quarters of every Agency, are made by the Agents, and appointments in the districts are made by the Deputy Agents, but subject in the case of all appointments over ₹10 to the sanction of the Agents.

Conditions of the service in the Department as regards pay, pension, and furlough.

The rules of the Financial Codes which govern the pay and pensions of the Uncovenanted Services generally apply to the officers of the Opium Department, except those who have obtained special privileges, and whose names are set out in Schedule B attached to the Civil Leave Code. As to salaries, it is reported that the Board of Revenue has recommended the application of the two-thirds rule in the case of Natives of unmixed descent appointed to offices which might be held by Europeans. The technical knowledge required from officers in the Department varies according to the duties with which they are charged. An officer working in the district must have a knowledge of the language of the country in which his operations are conducted, a partial knowledge of the Land Laws, of Surveying, of the system of opium cultivation, and of the Opium Laws. He should also have sufficient chemical knowledge to detect adulterations or impurities in opium, and to form a fair estimate of the consistency of opium. He must likewise have tact to stimulate the confidence of the cultivator, energy to carry on the duties with promptitude, and prudence to enable him to

* No. 796, dated 14th May 1886.
† No. 2116—II-529-3, dated 28th May 1886.
‡ No. 1253, dated 8th June 1886.

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prevent fraud, either on the part of his subordinate establishment, or on the part of the cultivator. Officers appointed to the higher posts (other than clerical) in the Factory require to a great extent acquaintance with chemistry. For the audit and clerical staff, such qualities are required as are usually demanded from persons filling similar offices in other Departments. The classes of the community who seek employment in the ranks of the Department with which this inquiry is concerned are (1) Europeans domiciled in Europe; (2) Europeans, Eurasians, and Armenians domiciled in India; (3) Hindus; and (4) Mahomedans and Natives of other races or creeds. The Departmental member reports that the non-domiciled Europeans are generally young men who have failed to pass the examinations for the Civil Service or the Army, and who are sons of members of the professional or middle classes. He adds: "The young European has much to recommend him; his activity, integrity, cheerfulness, and resource under difficulties, the manner in which his physique carries him through the heavy work of weighments, and his love of sport, which helps him during the many months of solitary life in camp, are all in his favor. He requires some time to master the language and to gain experience of the country and the people; but when he has once done that, he is valuable; and if he is a man of average status and capacity, the people like him and have confidence in him." Of Europeans, Eurasians, and Armenians domiciled in the country, the Departmental member admits that they start with the advantage of a knowledge of the language and the people; but he considers their physique generally inferior to that of the European Assistant, and that they are drawn generally from an inferior class, being chiefly the sons of officers who have served in the inferior grades of the Government Departments. He observes, however, that some of them have done, and are doing, excellent service. He abstains from pronouncing any original opinion on the capacity of Hindus and Mahomedans for employment in the Department, and confines himself to quoting the opinions of the Agents, which will be more fully detailed in dealing with the evidence adduced before the Sub-Committee.

Eight witnesses were examined by the Sub-Committee, *viz.*, the two Agents, a Sub-Deputy Opium Agent from each Agency, the Native Personal Assistant to the Benares Opium Agent, a Native Assistant from the Behar Agency, and a Gumashta from each Agency.

Mr. H. Rivett-Carnac, the Opium Agent in charge of the Benares Agency, while admitting that, on the whole, he would prefer to have in the gazetted ranks men who have received an English training in England, asserted that he preferred in many cases a good Native to a European or Eurasian brought up in this country. He was not prepared to say that no Native would be qualified to be an Assistant. Having seen Natives employed holding very much higher positions, and positions of much greater responsibility than were held by Opium officers with great credit, he expressed his opinion that a qualified Native might do the work of an Assistant, and was not prepared to say that he could not perform the duties of Sub-Deputy Opium Agent. He mentioned the case of a Bengali officer in the clerical staff whom he would have had no hesitation in employing as a District Officer had he been younger. He stated that having in his Department six Eurasian Assistants and eight domiciled Europeans, some of the Eurasians had undoubtedly been found very efficient; but, on the other hand, cases had occurred in which he would say that they could not bear comparison with the Europeans, and on the whole he thought the Europeans the better. He stated that within the limits of his Agency Indigo factories were, as a rule, managed by Europeans, but largely by Eurasians and Natives, and that there was no competition between Planters and the Opium Department for land. He was averse to the promotion of Gumashtas to the gazetted staff, inasmuch as they are drawn from a lower class (the Amla), have no English education, and could not hold their own amongst the Europeans with whom they would have to work. The office of Personal Assistant to the Agent at Benares had, he stated, been efficiently filled by Native gentlemen. As to the Factory staff, Mr. Rivett-Carnac stated that the post of Principal Assistant had been very efficiently filled on several occasions by an Armenian, Mr. G. M. Gregory, who is not a Medical officer but who had received his education in England, at Harrow, and Cambridge, and he thought that there would be no objection to a Native holding the appointment if he possessed the necessary qualifications. Mr. Rivett-Carnac expressed himself not altogether satisfied with the present system of recruitment for the Department. He considered that it would be a better system to select from the additional temporary establishment taken on at the time of weighment men who had shown that they possessed tact, temper, and a sufficient knowledge of the work of the Department to be able to discharge the duties that would be entailed upon them if appointed to the gazetted staff. He considered that if Natives were appointed, they should be properly selected and carefully trained. In his opinion the best way of selecting Natives was to consult the Principals of Educational Institutions, and be guided by their recommendations. He thought that although the Opium Department might not get the picked men amongst the Natives who

would be attracted by the superior prospects in other Departments, it would get a proper class of men by such a system as he advised.

Mr. W. Kemble, the Patna Agent, having referred to the difficulties which existed in his Agency in the procuring of land in competition with Indigo Planters, doubted the suitability of Native agency for employment in the higher ranks of the District establishment. He thought such appointments could properly be filled only by persons acquainted with European ways, and whose intervention would not be resented by the Planters. He considered that Europeans were required to keep order in the confusion which is almost inseparable from the time of weighments; and he also thought that the work would be unattractive to educated Natives generally, and that the interests of the Department would be risked by their employment. He expressed himself on the whole satisfied with the Eurasians and domiciled Europeans who hold these appointments, and allowed that for the work they had to do, Eurasians do not fall short of Europeans. He pointed out that the Indigo planters in his Agency employed European Managers and Assistants, and he mentioned an instance in which a Bengali officer had been found incompetent to deal with the crowd of cultivators assembled at the time of weighment.

He considered that the Principal Assistant should be a European with firmness of character and good scientific acquirements, and he thought it undesirable that this appointment should be held by a Eurasian or a Native, because, he said, there is always a good deal of friction between the Factory and District officers on the question of the classification of opium. He saw no reason why the other Factory appointments should not be held by Natives of pure Asiatic descent, though, as a class, he considered East Indians perhaps more active than Natives.

Mr. C. M. Armstrong, Deputy Opium Agent at Lucknow, would not employ any Natives of Asiatic parentage as Assistants or Sub-Deputy Opium Agents, because they would mix too much with their subordinates, and are not, in his judgment, ready to meet emergencies. He added that there were some Eurasians also who, he thought, would be worse, but he admitted that he knew some domiciled Europeans who were very good men, and hardly distinguishable from men educated in England. He considered that the European enjoyed greater respect among cultivators, and stated that they consult a European because they know that he has no interest to serve save that of the Government. He thought that the Principal Assistant should be a European and a Medical officer well acquainted with chemistry and able to control a large staff.

Mr. R. Drake, Sub-Deputy Opium Agent of Patna, considered that Natives of India failed in the qualities required for District Opium officers, *viz.*, administrative ability, considerable tact and self-reliance, and good powers of organization and control, and on these grounds he thought that no Opium Agent or Director General would ever have the same confidence in a Native District officer as in a European. He also considered that a Native District officer would fail to secure the same respect from his subordinates that attached to a European, and that the cultivators would have less confidence in his impartiality. He asserted that Zemindars and Rajas employed Europeans as Managers of their Indigo factories, and that where Native Managers had been tried the result had been failure; and, in a letter which he subsequently addressed to the Sub-Committee, he gave instances in support of this statement. He complained of the pension and furlough rules as not sufficiently liberal.

Babu Jugadeshwar Chatterjea, Officiating Personal Assistant to the Opium Agent, Benares, considered that Natives of intelligence, activity, and integrity are competent to discharge the duties of Sub-Deputy and Assistant Opium Agents; that there would be no friction between them and any class of landholders within the limits of the Benares Agency; and that they would have not less influence with the cultivators than European officers; and he saw no reason to doubt that, if properly selected, they would neither become too intimate with their subordinates, nor be unable to cope with disturbances at the time of weighments, and that they would be sufficiently active to discharge the ordinary duties of gazetted officers, which are onerous only during the settlements and weighments. He preferred nomination followed by examination to selection for recruiting the gazetted ranks, and would retain the departmental examinations.

Babu Kristo Chunder Ghose, Native Assistant to the Sub-Deputy Opium Agent of Patna, reminded the Sub-Committee that European agency had been substituted for Native agency by the East India Company, although it involved considerably greater expense. He considered that Native supervision was lax and Native management weak, irregular, and unenergetic, and that therefore its cheapness was more than counterbalanced by the loss to revenue. He thought that the Native officers would command neither the same respect from their subordinates nor the same confidence from cultivators, and he adverted, as Mr. Drake had done, to the

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circumstances that Native Indigo manufacturers employed European Managers and Assistants, as did also many of the Zemindars of Bengal and Behar. He admitted that Native agency had greatly improved in the last ten years, and that in the Judicial Department Native officers are now as good as Europeans, and in the Executive almost as good. While he affirmed his belief that Native officers would fail to inspire such confidence as would Europeans, even when they acted honestly, he admitted that he had heard Natives say they preferred to have their cases tried by an intelligent and honest Native officer.

Babu Khub Lall, a Gumashta in the Behar Agency, who also worked under Mr. Drake, considered that the work of a Sub-Deputy could not be so well done by a Native as by an Englishman, because an Englishman has greater physique to undergo fatigue, and so obtains more work from his subordinates than could be got by a Native.

Lala Shib Dyal, Gumashta in the Benares Agency, considered that Natives might be appointed both as Sub-Deputy and Assistant Sub-Deputy Opium Agents, and that the interests of the service would not suffer by it. He advocated the selection being made from men of good family and education, and he suggested that one or two qualified Natives should be appointed experimentally. He considered it inexpedient to promote Muharrars to be Gumashtas. It appeared that he had applied to the Agent to appoint his son to a Gumashtaship without serving as a Muharrar.

Bombay.

Bombay. Opium.

The following history of the trade in Malwa opium is given in the Report of the Administration of the Opium Department of the Bombay Presidency for the year 1879-80:—

"About the year 1818 much anxiety was caused by the serious danger to the prosperity of the Bengal monopoly threatened by the competition in the China market of opium from the Native States of Central India, where cultivation was unrestricted, the management skilful, and the quality of the drug, when ready for the market, exceptionally good. This opium was brought *viâ* Baroda and Bombay to Diu and Daman, and thence shipped to China. Another route was *viâ* Pali and Jesalmere to Karachi, where it was shipped to Daman, and thence to China. Owing to the high value and portable nature of the drug, the difficulties presented by various Foreign States, and the extent of country over which surveillance, to be of any use, had to be maintained, it was considered hopeless to organize effective measures without entering into arrangements with the Native Chiefs of Central India for restricting the cultivation and introducing a monopoly system similar to that prevailing in Behar and Benares.

"In order to effect this object, agreements were entered into with the Chiefs of Udaipur, Bundi, Kotah, Dhar, Ratlam, the Maharajah Holkar and others, containing provisions for limiting the cultivation, prohibiting the sale and transit of the drug, and requiring it to be made over at a fixed price to the British Agent, who was to buy up the whole of the crop and to send it to Bombay for resale at a profit.

"In pursuance of the same object, the treaty of 1820 was concluded with the Gaekwar, and agreements were entered into with the petty Chiefs who owned the territories separating Malwa from British Gujarat and the Gaekwar's Mehals north of Ahmedabad, by which they bound themselves to prevent the transit of Malwa opium through their territories. The supply of opium to the foreign ports, whence it had been previously shipped for China, was supposed to have been thus cut off.

"As a means of additional security, it was further decided to bring the consumption of opium in Gujarat and other districts under regulation, and to make it available as a source of revenue. Depôts were accordingly established for the sale of opium to persons licensed to retail the same at such rates as might check its inordinate use, and yet might place it within the means of those addicted to it, a small fee being taken for each license. Arrangements were at the same time made for the supply of opium to Cutch on indents preferred by the Political Agent and to Kathiawar by the establishment of a depôt at Rajkote. A duty of R12 per Surat *sér* was also imposed by Regulation I of 1818 on all opium not the produce of territories immediately dependent on the Presidency of Fort William that might be brought into the Presidency of Bombay, except on Government account; and by Regulation II of 1820 rules were promulgated for more effectually preventing clandestine importations. These regulations were subsequently repealed by Regulation XXI of 1827, which, while it reproduced all the provisions of the repealed Regulations relating to import duty and the treatment of illicit importation, contained definite rules for regulating the supply of opium for internal consumption and its transit from place to place.

"But the scheme in so far as it was intended to stop the exit of Malwa opium to foreign ports, and thence to China, was after more than 10 years' trial found to have failed in

accomplishing its object. Scindia, Jeypore, and other important Chiefs had from the first refused to come into the arrangement concluded with the other Chiefs in Central India; Karachi was still available as a port for illicit export of the drug, and the high rate of duty imposed on illicit importations into Bombay had proved altogether prohibitory, and driven the trade into illicit channels. The result was that an entrepôt for illicit trade had been established at Daman, into which several thousand chests of Malwa opium were annually imported *viâ* Sind for direct export to China. On the other hand, the Native rulers in Central India, who had agreed to our terms, began to view the arrangement with disfavor; their wealthy merchants, who had previously made large profits in the opium trade, found themselves on the brink of ruin, and the cultivators, who had previously disposed of their crops in the open market, were discontented at having to sell to the British Agent at an arbitrarily fixed price.

"These considerations decided the Government of India in 1829 to withdraw altogether from interference with the growth and transit of opium throughout Central India, the restrictions in force in British and Native territories in the Bombay Presidency being still maintained.

"Accordingly the monopoly of Malwa opium was abandoned; the trade was thrown open to the operation of private enterprise, and a source of revenue was substituted, in place of the abandoned system, by the grant, at a special rate, of passes to cover the transit of opium through British territory to Bombay for eventual exportation to China, care being taken to fix the rate at a figure which would render the cost of opium put down in Bombay by the direct route to compare not unfavorably with the cost of transmission of the drug to the coast by the cheapest of the more circuitous routes through the territories of Native States. Regulation XX of 1830 was at the same time passed rescinding Sections 1 and 2 of Regulation XXI of 1827 so far as related to Malwa opium, and making it lawful to import such opium by direct route into Bombay for exportation by sea, under a *tawanna* or pass granted on payment of the prescribed fee instead of the ordinary duty leviable under Regulation XXI of 1827. The pass fee was at first fixed at ₹175 per chest of 140lb each.

"Mr. Samuel Swinton, the Senior Member of the Bengal Board of Customs, Salt and Opium, who had for some time been residing at Patna, was in June 1823 appointed Opium Agent in Malwa with his head-quarters at Indore. From that time until the change of system took place in 1830, Malwa opium affairs were managed by the Bengal Board of Customs, Salt and Opium, and Malwa opium was sold at Calcutta as well as at Bombay. The portion of it reserved for sale at Calcutta was carried by land as far as Kalpi, and was sent thence by boat, the Benares and Behar Agents being asked to help the fleet on if it needed assistance. Malwa opium was, during the period from 1823 to 1830, largely used for abkári purposes. * * * The people of Eastern Bengal liked it so much better than the abkári opium supplied from the Agencies on this (the Bengal) side of India, that when Malwa opium was to be had, there was no demand for the other."

The system adopted in 1830 is substantially maintained at the present time. The Agent, Governor-General, Central India, is *ex-officio* Opium Agent at Indore, and is assisted by a Political Officer as *ex-officio* Deputy Agent. These officers receive no salaries for their duties in connection with opium. A Head Clerk and Accountant, Mr. B. P. Cowasji, is stationed at Indore and receives a salary of ₹180. To supervise weighments and issue passes, Mr. Grant is stationed as Assistant Opium Agent at Rutlam and Jasru with a salary of ₹300; Mr. Fernandez at Ujjain with a like salary; Mr. Collins at Chitora with a like salary; Mr. Jamasji Navroji at Bhopal with a like salary; Mr. Byramji Pestonji at Mundisaur with a salary of ₹230, and Pundit Harday Narayan at Dhar with a salary of ₹200.

The Commissioner of Ajmere is *ex-officio* Opium Agent, and a Deputy Collector at Ahmedabad is put in charge of opium weighments at that station. Malwa opium is sold in China by the picul, a weight equivalent to 133⅓lb. To allow for dryage and for samples and trade allowances in China, the weight of a chest has been fixed at 140lb. On opium for export to China the pass fee now levied is ₹650 per chest, on opium for home consumption the pass fee is ₹700 a chest. The opium produced in Malwa is taken to the scales at the stations above mentioned and the duty paid either in cash or by hundi and a pass issued. The opium is packed in half-chests, and if the contents of any chest exceed 70lb 2 oz., the excess must be withdrawn. The chests are sent by Railway to Bombay, and the consignee on receiving notice of their arrival applies to the Assistant Collector of Customs in charge of opium for an order permitting their removal to the warehouse, which is issued when it has been ascertained that the duty has been paid in cash, or the hundi honored. The order is presented to an Inspector at the Railway Station, who checks the weight of the chests, and if no error is found

Bombay. Opium.

permits their removal under his escort to the warehouse. The weight shown on the pass is then brought on to the stock account and the pass cancelled.

The three upper floors of the warehouse are divided into compartments which are let out to merchants. The ground floor is occupied by the warehouse-keeper's office and the godown in which the Government stock of opium is stored.

When the opium is exported, the chests are tallied out of the warehouse and checked by the shipping bills. Inasmuch as transactions in buying and selling opium are conducted at the warehouse, there is at times some disorder. Where property of so much value is stored, special precautions are taken against fire, and the efficiency of the fire-extinguishing apparatus requires attention.

Two of the Inspectors on the Preventive staff of the Custom House are deputed to check transhipments of opium from the Persian Gulf. A fee is charged on transhipment varying from ₹2 to ₹5 per chest according to the number of chests in a consignment. The number of chests transhipped in 1885-86 was 5,765.

The Opium Department in Bombay is under the supervision of the Commissioner of Customs, Salt and Opium, and the executive charge rests with the Collector of Customs. Consequently the Assistant Collector in charge of the Export Department has also charge of the Opium Department, and his salary is debited to Customs. The appointment is at present held by Mr. A. J. Wadia, a Parsi.

The establishment in Bombay charged to Imperial Funds consists of a warehouse-keeper, a domiciled European on a salary of ₹250 rising to ₹350; two gate-keepers, one a Portuguese and the other a Hindu, on salaries rising from ₹40 to ₹70; a Hindu overseer on ₹75, a Portuguese clerk on ₹45, and a naik and peons. There are also entertained four Inspectors, of whom one receives a salary of ₹150 and three salaries of ₹100. Of the Inspectors, two are domiciled Europeans, another is a Eurasian, and the fourth is a Parsi. Two of the Inspectors on ₹100 are borne on the Preventive Establishment to supervise the transhipment of opium; the other two are chiefly employed in weighing at the Railway Stations at Dadar and Bori Bunder consignments of opium from the interior and escorting it to the warehouse, and in preventing the illicit importation of opium by Railway passengers. They also, as Excise officers, examine the retail shops. The gross income derived from Malwa opium, exported for sale in foreign markets, amounted in 1885-86 to ₹2,41,66,675, collected at a cost of about ₹40,000, inclusive of the establishment in Central India. In addition the net revenue derived by the Local Government from excise opium amounted to upwards of ₹11,00,000. The Departmental member considers that the warehouse-keeper must be a European, because the responsibility is heavy and the pecuniary interests of the Government involved are large. Mr. Campbell, in the note submitted by him when officiating as Commissioner of Customs, and in his evidence taken on the enquiry into that Department, also was of opinion that the warehouseman should be a European. He stated that, owing to the presence of brokers and others in considerable numbers, there was at times much disorder at the warehouse, which it required a firm hand to check, and that special attention was needful to prevent the destruction of the warehouse and its contents by fire. The Departmental member stated that the Inspectors were usually selected from the Preventive Service. He saw no reason why the Inspectors who superintended the weighments at the Railway Stations and visited shops should not be Natives. Only two witnesses were produced or appeared for examination. Mr. Ardesar Jehangir Wadia, the Assistant Collector of Customs, pointed out that among the officers who collected the duties in Malwa some are Parsis and others Portuguese. He saw no reason why Natives of proved merit and ability should not be appointed Inspectors, or why the warehouseman must necessarily be a European. Mr. Campbell adhered to the views he had expressed in his note, and, to illustrate the nature of the duties of the officers employed in the Department, he explained the course of business followed with regard to the collection and protection of the revenue on Malwa opium.

MADRAS.

Madras. Opium.

No opium is grown in the Madras Presidency. The system adopted for the collection of revenue on opium imported from Indore involves the maintenance of no special establishment, and is sufficiently described by the Departmental member.

Appendix O. 11.

PILOT SERVICE.

MADRAS.

Madras.
Pilot Service.

Pilots are maintained at four ports in this Presidency, Madras, Pámban, Keelakarai and Cochin.

At the Port and Harbour of Madras there are two Pilots, the Senior Pilot receiving a salary of R300 a month and the Junior a salary of R200, with extra fees for attendance on Sundays and holidays and for overtime work.

There are no rules regulating the appointment of Pilots, but the Port Officer at Madras is vested with authority to admit qualified persons to those posts and to promote the less paid Pilot to the higher paid post in case of a vacancy.

The Port Officer is of opinion that the Pilots at Madras should hold Masters' certificates of the Board of Trade. The Pilots are at present Europeans, but a Eurasian formerly held the post of Junior Pilot.

The Pilots are placed under the immediate orders of the Assistant Port Officer.

At Pámban the Head Pilot is the Port Officer, a European, and draws a consolidated salary of R300 a month.

The other Pilots at Pámban, of whom eleven are Mahomedans and two are Natives of India of another sect, hold licenses authorising them to pilot vessels through the channels. These licenses are issued only to persons who pass an examination touching their knowledge of the channels and currents at Pámban, held by a Board composed of the Port Officer, the Superintendent of Sea Customs, two of the Senior Pilots and an experienced Commander of a Native vessel in the roads. Of the pilotage fees one-fifth is paid to the licensed Pilot and the remainder credited to the Government for the maintenance of beacons, buoys, dredging, &c. The Port Officer of Madras grants, suspends and revokes the licenses of the Pámban Pilots.

The Pilot staff at Keelakarai is also a licensed service, consisting of fifteen Natives, of whom nine are Mahomedans and six Natives of another creed. Candidates are required to pass an examination to prove their knowledge of the channels and currents between Keelakarai and Pámban and their ability to conduct vessels through the Keelakarai channels. The Board of Examiners is composed of the Head Pilot at Pámban and two Keelakarai Pilots who have had at least ten years' experience in the channels. Four-fifths of the pilotage fees are paid to the Pilots and one-fifth is credited to Government. The Port Officer at Madras grants, suspends and revokes the licenses of the Pilots, who are placed under his control and also under the control of the Government Head Pilot at Pámban.

There are two Pilots at the port of Cochin, who are appointed by the Port Officer of Madras. The Senior Pilot is a Eurasian, the Junior Pilot a Mahomedan. Three-fifths of the pilotage fees are paid to the Pilots and two-fifths are credited to Government, but the Pilots are guaranteed minimum incomes to be made up, if necessary, from the two-fifths credited to Government. In pursuance of this arrangement the Senior Pilot receives R100 and the Junior Pilot R40 monthly.

At present no Pilot at any port in this Presidency receives a pension; but at Cochin, when a Senior Pilot became incapable after a service of sixteen years, a gratuity of R960 was granted to him.

The Port Officer of Madras considers that it will be inexpedient to appoint Native Pilots at Madras until the harbour is open to country craft. In Pámban and Keelakarai Natives alone should, in his judgment, be employed. He considers it advisable to maintain the existing arrangements respecting the nationality of the Pilots at Cochin.

In his evidence before the Sub-Committee, the Port Officer explained that his reasons for thinking that the Pilots of Madras must, for the present, be Europeans were that the Pilots are required to hold Masters' Certificates and must be qualified to bring into the harbour large ships, and that no other class of men have sufficient knowledge or experience to handle large ships.

He mentioned that, at times, the state of the weather rendered it difficult to bring into the harbour and berth a ship.

Madras.
Pilot Service.

He stated that on the Madras Coast the Native Pilots are principally obtained from Hindus, Mahomedans and Lubbays; but the crafts which they handle scarcely ever exceed 500 tons burden and are of small draught; and that at Cochin the larger ships are always piloted by the Head Pilot.

He professed himself to be well acquainted with navigation of the Hughli and gave it as his opinion that, to qualify for service as a Pilot on that river, a youth should undergo two years' apprenticeship on a sailing vessel or a two years' course of instruction in a training ship; but he added that he thought boys might be trained in the brigs at the Sandheads if there was room in those vessels to accommodate them.

He stated that he had apprenticed two boys at Madras in vessels of a suitable class belonging to Messrs. John Allen and Company, where the boys would undergo no special hardships and would mess separately from the crew.

Bombay.

Bombay.
Pilot Service.

The control of the Bombay Pilot Service is, subject to certain restrictions, vested in the Trustees of the Port of Bombay by the Bombay Port Trust Act, 1879, section 72.

The authorised strength of the staff is eighteen, *viz.*, three Harbour Masters, five First-grade Pilots, five Second-grade Pilots, and five Third-grade Pilots.

The Secretary to the Port Trust, in a note addressed to the Government of Bombay in March in the present year, states that with the exception of two appointments vacant in the third grade, all the appointments are held by Europeans domiciled in India; but from the evidence of a witness who is acquainted with some of the officers, it appears that they are not all domiciled by birth.

Under the bye-laws Nos. 19—23 the following qualifications are prescribed for admission to the service:—

The Port Officer is authorised to appoint, subject to the approval of the Trustees, so many probationers, not exceeding four, as may from time to time be considered necessary. Candidates must be British subjects and not under 21 years of age. They must produce certificates of good character and ability and a certificate from a Medical officer appointed by the Trustees of physical fitness and ability to distinguish primary colours.

A probationer may, with the sanction of the Port Officer, present himself for examination as to his ability to perform the duties of a pilot by a Board composed of the Port Officer or his Assistant or a Dock Master, the Harbour Master, one first or second-grade Pilot and Lloyd's Marine Surveyor. A probationer who fails to pass the required examination within six months after the date of his appointment, is liable to have his name removed from the list. After passing the examination a probationer is eligible for appointment as a third-grade Pilot when a vacancy occurs.

Promotions to the several superior grades are, as a rule, regulated by seniority. One moiety of the receipts for pilotage is received by the Trustees for their expenses in connection with the Pilot Service, such as the provision of schooners, the entertainment of a Medical officer to render medical aid to the officers free of charge, and the fixed salaries and furlough allowances of such of the officers as are entitled to receive them. Of the other moiety of pilotage receipts a percentage is divided among the Harbour Masters, who also receive fixed salaries. From this moiety there are also paid allowances to Harbour Masters for piloting vessels into Dock and on changing berths, and provision is also made for allowances due to Pilots on leave. The residue is divided among the Pilots according to the amount earned by the officers of each grade.

The average monthly earnings of the officers in each grade for the past five years have been—

	Rs.	A.	P.
Harbour Masters (including salaries)	767	0	0
First-grade Pilots	547	8	0
Second „ „	467	5	4
Third „ „	353	2	8

By an order of 10th August 1887, the percentage of gross pilotage receipts to be received by the Trustees is from the 10th September 1887 to be reduced to 43½, and the percentage to be applied to the other purposes mentioned is to be increased to 54½.

When the exigencies of the service permit, Pilots are entitled to leave and furlough under bye-laws 68 and 85. Leave may be granted on medical certificate for two years in all, but not for more than one year at a time, and on such leave the officer is entitled to half the pay of his substantive grade.

Leave may be granted without pay for any term not exceeding one year after three years' service, and may be again granted after intervals of six years.

Privilege leave on full pay of the grade may be granted up to three months in the proportion of one month for every eleven months' uninterrupted service, but such leave cannot be taken between June 1st and September 30th.

For the purposes of the leave rules the pay of the several grades is taken to be as follows:—

	R
Harbour Master	450
First-grade Pilot	400
Second „ „	330
Third „ „	265

The members of the service are not entitled to pension, but are permitted to subscribe monthly to a Provident Fund 5 per cent. of their pay; and an equal sum is contributed by the Trustees. These amounts are allowed to accumulate with compound interest at the rate of 4 per cent. per annum. If a member of the service retires before he has served fifteen years, he is not entitled to the contribution of the Port Trustees and the interest thereon; but on completing that term of service, he is entitled, on retirement, to the contributions as well as his subscriptions and the accumulated interest on both funds. In the event of his death while in the service, the amount at his credit, including the contribution of the Trustees and interest, is paid to his nominee.

Two witnesses were examined by the Sub-Committee—Captain Potts, Superintendent of the Dockyard in the occupation of the British India Steam Navigation Company, and Captain Hext, R.N., Director of Indian Marine. Captain Potts stated that the length of pilotage water at the Port of Bombay is about ten miles, and that the principal difficulties to be encountered are the berthing of ships in a harbour at times crowded with shipping of considerable tonnage, and the working of sailing ships out of port against the monsoon, where there is not much sea room. He considered that a Bombay Pilot ought to be competent to handle a sailing ship and experienced in navigation. He mentioned that at ports at which there are European and Native Pilots, preference is given by masters of ships to Europeans and Eurasians, and that the Native Pilots were ordinarily men of little education, who have served before the mast as lascars or tindals and have not had the opportunity of navigating large vessels. He considered that some of the Arab commanders are educated in navigation and handle their ships fairly. He believed that Natives of India, Portuguese and East Indians, would make as efficient Pilots if they had the necessary training; but he added that there are few opportunities in Indian ports for apprenticeship in a sailing vessel, and that Natives do not offer themselves for such service. Captain Hext stated that a Pilot Service was necessary for Bombay, for although the harbour was easy of access, the rules of the mercantile marine and of the insurance companies required the engagement of a Pilot in ports. He considered that the services of a pilot are desirable because the Pilots would be aware of the position of other ships in the harbour and what berths are available for incoming ships. He saw no reason why a duly qualified Native should not be appointed a Pilot, but he thought that, as a rule, they have not sufficient nautical knowledge and experience. His experience of Arab commanders was that their knowledge is imperfect. Although he admitted that he had been glad to avail himself of the local knowledge of Arab Pilots, he thought that as a class Natives would not possess the nerve necessary to pilot large ships in dangerous waters.

Advantage was taken of the attendance of Captain Hext to supplement the evidence obtained by the Sub-Committee in Calcutta respecting the necessary qualifications for the Bengal Pilot Service and the feasibility of establishing a training class on board a ship of the Indian Marine. Captain Hext confirmed the opinions expressed by witnesses examined in Calcutta as to the peculiar danger and difficulty of the navigation of the Hughli, the excellence of the Pilot Service, and the propriety of the conditions imposed on candidates to have undergone a course of instruction in a training ship in England or to have served for two years on a sea-going ship. He considered that the Indian Marine could not provide a ship suitable for training youths in navigation and the handling of sailing ships, as the ships belonging to the service are either steamers or vessels which are employed on very short trips. He stated that he had on one occasion tried the experiment of fitting out a sailing ship and sending it on a cruise to train young officers of the Indian Marine, and from the experience thus acquired he considered the expense incommensurate with the advantage of providing an opportunity for the training of so small a number of recruits as would be required for the Bengal Pilot Service. Captain Potts also bore testimony to the difficulty of navigating the Hughli and the expediency of the conditions imposed on candidates for the Bengal Pilot Service.

SIND.

Sind.

Pilot Service.

The control of the Pilot Service at the port of Karachi is, subject to certain restrictions vested in the Trustees of the Port Trust by the Karachi Port Trust Act, 1886, section 55. It consists of four grades :—

		₹
Senior Pilot with a monthly salary of	. . . . .	250
First-class Pilot	do.	220
Second „ „	do.	200
Third „ „	do.	180

As at present constituted, the staff consists of four officers, one in each grade, all of whom are Europeans. No rules have been framed to regulate admission to the service, but in practice the following have been adopted :—

A candidate must have obtained a first or second Mate's certificate from the Board of Trade, and must produce certificates of good conduct and sobriety from Masters of vessels in which he has served.

He is appointed on probation for three months, during which period he receives a salary of ₹100. At the end of three months he is required to pass an examination as to his qualifications to perform the duties of a Pilot, and on passing it his appointment is confirmed and he is graded in the third class and is allowed to pilot vessels of light draught. After five years of approved and efficient service in the third class he is promoted to the second class, and, after a similar period of like service in that class, to the first class. The Senior Pilot is selected for the appointment from men graded in the first class who hold a Board of Trade certificate as Master.

Pilots who entered the service prior to the 1st April 1875 enjoy the benefit of the Leave and Pension Rules applicable to the Uncovenanted Service. Pilots appointed since that date may claim furlough to the same extent as is allowed to members of the Uncovenanted Service, but they have no claim to pension. In lieu of this provision they are permitted to contribute 5 per cent. of their earnings to a Provident Fund, to which the Port Trustees make a contribution from their funds of a minimum sum equal to 50 per cent. of the amount subscribed by each Pilot. If at the end of the year there is a sufficient surplus of revenue at the disposal of the Trustees, an additional 50 per cent. is contributed to the amount subscribed by each Pilot during the year.

If after fifteen years of approved service a Pilot desires to retire or is invalided, he is refunded the amount of his subscriptions and the contributions of the Port Trustees with interest, and in the event of the death of a Pilot when he is in the service, those sums are paid to his nominee.

Pilots are permitted to continue in the service so long as they are capable or until they attain the age of 55 years, and on retirement receive the amount of their subscriptions and the contributions of the Port Trustees.

The qualifications required are similar to those which are necessary for efficient service at other harbours and ports frequented by steamers and sailing vessels of considerable tonnage and include a thorough acquaintance with local circumstances, such as the channels, depths of water, tides, currents and prevailing winds.

At present only European Masters and Mates of vessels apply for employment in the service. The Commissioner in Sind is of opinion that so long as they can be induced to join the service, qualified English seamen should be appointed Pilots in preference to any other class.

BENGAL.

Bengal.

Pilot Service.

The superintendence of the staff of Pilots on the Hughli is committed to the Port Officer at Calcutta, who, in addition to the duties entailed on him by this charge, is the head of the Marine Department of the Government of Bengal and *ex-officio* Shipping Master. The office is at present held by a European, an officer in the Indian Marine, from which service vacancies in the appointment will be supplied. He receives a salary of ₹1,400.. As Shipping Master, he is assisted by two gazetted officers—the Deputy Shipping Master on a salary of ₹500 to 600, and an Assistant Shipping Master on a salary of ₹350 to 400. The duties of Shipping Masters bring them into constant contact with officers and crews of all nationalities. They have to enforce the provisions of the Imperial and Local laws relating to the Mercantile Marine, and to see that the regulations of the port are observed, to decide disputes between Commanders of ships and their crews, and to discharge other functions which require experience gained in a seafaring life. The office of Deputy Shipping Master is now held by a non-domiciled European; the office of Assistant Shipping Master by a domiciled European. The

Bengal.
Pilot Service.

Deputy and Assistant Shipping Masters have no direct duties in connection with the Pilot Service. With the exception of the Port Officer, the only gazetted officers who are connected with that service are the Medical Officer at the Sandheads on a salary of ₹360, a domiciled European, and the Commander of the *Undaunted* on a salary of ₹400, a European officer of the local Marine, whose ship is chiefly employed as a supply vessel to the pilot brigs.

The extreme length of the pilotage water on which the Bengal Pilot Service is employed is in the south-west monsoon 159, and in the north-east monsoon 127 miles.* The navigation presents peculiar difficulties owing to the strength of the currents, the number and shifting character of the shoals, and the extreme narrowness, at certain points, of the channels available for the passage of ships of any considerable draught. The dangers to which ships are exposed have hardly been materially reduced since the partial supersession of sailing-vessels by steamships and the employment by sailing-vessels of steam-tugs; for, while the assistance of steam-power enables ships to manœuvre with greater precision and rapidity, the increased length of modern ships renders them more difficult to handle in narrow waters and tortuous channels, and the expense incurred by delay is so greatly enhanced that it is an object to accomplish the passage up or down the Hughli with as much speed as is consistent with safety. On an average this is now effected in one-third of the time it formerly occupied. The acceleration of the passage and the alteration in the construction of the larger ships which frequent the port have added to the danger of navigation in a degree scarcely less than it has been reduced by the employment of steam power.

To secure a staff of efficient Pilots, the Court of Directors created a close service recruited in England. Youths were nominated and sent out with letters of appointment to "Volunteerships" in the Bengal Pilot Service in the same manner as cadets were sent to the armies, and midshipmen to the navy of the Company. The officers so recruited were remunerated by fixed salaries, were entitled to leave and pension under special rules, and were required to subscribe to a pension fund for their widows and orphans. The acceptance of gratuities by members of the service was strictly prohibited, and salaries were increased to compensate for the loss resulting from this prohibition; but the orders issued in this behalf were disregarded, and the practice of receiving gratuities continued, even subsequently to important changes in the system, to be presently noticed.

The duties of the service, as originally constituted, were not confined to the piloting of vessels to and from the port of Calcutta and the officering of the pilot brigs which served as depôts for Pilots awaiting the arrival of inward-bound vessels. The service furnished a River Surveyor and officers for the river survey and buoy-vessels. Appointments continued to be made by the Court of Directors and the Secretary of State up to 1861, when they were discontinued, inasmuch as it had been resolved in 1856 to abolish the service and introduce a different system.†

In order to relieve the State of the expense of a salaried and pension-earning staff, it was determined to recruit locally men who, having already acquired nautical experience, should qualify themselves at the expense of the Government to be Pilots, and should receive a license to pilot vessels. These men were to have no claim to leave or pay of any kind, but were to look for their remuneration to a percentage of their earnings—that is to say, of the fees paid for pilotage.‡ They were termed 'Licensed Pilots.' The Pilots appointed to the service were invited to forego their salaries when on service, and to accept in lieu of them a similar percentage on their earnings; but they were allowed when on sick or other leave to retain the advantages in respect of pay and allowances which they enjoyed under the rules of the service as well as their right to pensions. Those who accepted these conditions were termed 'Free-list Pilots.'

The remuneration allowed originally to Free-list and Licensed Pilots was fixed at 60 per cent. of the pilotage fees, but was soon afterwards reduced to 50 per cent. The balance of the fees was regarded as the Pilot's contribution to the cost of the pilot brigs and management. It was contemplated that in time the Pilots would provide their own vessels; and that Government would be relieved of the cost of the maintenance of the brigs and of the salaries of the Commanders and crews.

The staff of Pilots, in consequence of the changes introduced in 1856, comprised three classes, *viz.*, the Salaried, the Free-list, and the Licensed Pilots.

Although the substitution for salaries of a remuneration contingent on earnings stimulated industry, the other changes introduced in 1856 secured neither economy nor efficiency.

* Pilot Committee's Report, 27th August 1872.
† Papers on the reduction of the Pilot Service, 1874, pages 86-96.
‡ Papers on the reduction of the Pilot Service, 1874, page 82.

Bengal. Pilot Service.

The senior Pilots on the Free List, deriving from the percentage of pilotage fees larger incomes than were paid to the Commanders of the pilot brigs, refused to take such commands when their turn came, and the Government of Bengal ruled that they could not be compelled to do so.*

Difficulty was experienced in obtaining officers of the service to accept or retain the post of River Surveyor or the command of the survey and buoy vessels, as the remuneration of those appointments was small and the duties arduous; and eventually it became necessary to confer them on persons who were not members of the service. In 1871 the Master Attendant pointed out to the Government that whereas in 1856 the Pilot Service, which then consisted of 107 Pilots and 38 Volunteers or Leadsmen, had piloted 2,106 ships and done duty on board the several pilot, survey, and buoy vessels at a cost of R3,48,000, in 1870 there were paid to 118 Pilots, 10 Leadsmen, and 18 officers not in the Pilot Service, but filling appointments formerly filled by Pilots, for the same services R5,70,020, although the number of ships piloted had fallen to 1,883. It was also mentioned that a comparison of the years intervening between the years 1856 and 1870 would show a similar loss throughout.†

Under the orders originally framed, a condition was imposed on candidates for licenses that they should have completed three years' service at sea, but this condition was relaxed in favor of lads from the Martinière and other schools, who, at the intercession of friends and relations, were allowed to go on the river as supernumerary Leadsmen, receiving no pay, but qualifying for the appointment of Licensed Leadsman.‡

It does not appear that any restriction was placed on candidates for licenses in respect of race or nationality, and consequently two or three foreigners obtained admission to the service; § nor was any restriction placed on the number of persons who might be admitted to the grade of Licensed Leadsman, whence in due course they were promoted to the Pilot grades after passing the prescribed examinations. The result of the absence of such restrictions, of the greater speed with which the navigation was accomplished, and of certain privileges enjoyed by the highest grade, the Branch Pilots, was that the service became too numerous, and, while the senior members earned large incomes, the junior were unable to obtain sufficient incomes or to keep up their knowledge of the river.‖

That the system of Licensed Pilots failed to a great extent to secure an efficient staff appears from the following table. From 1856 to 1868, when the system was suspended, 114 were appointed:—

Still in service	15
Died	21
Dismissed	33
Resigned	38
Retired with bonuses	7
	114

It will be observed that no less than 33 were dismissed and 38 resigned the service. Of 18,930 vessels piloted in the ten year s1857-58—1866-67 inclusive, 811, or 4·28 per cent., grounded or were in collision, and 38 were in consequence totally lost. Nevertheless, in 1867 a Committee appointed to consider the position and prospects of the Pilot Service and to inquire into certain alleged grievances suggested that the members of the old service should be pensioned off, and the staff¶ constituted solely of Licensed Pilots. It is fair to observe that the suggestion was made with a view to put an end to the complaints into which the Committee had been instructed to inquire.

The Committee, while they recommended that the appointment of Leadsmen should be suspended until the service was reduced to a certain limited number, and found that the excess in its strength was due to the omission to enforce the regulation respecting a three-years' preliminary service at sea, were, nevertheless, of opinion that there should be no bar to the admission of lads from the Martiniére and other schools, if special care were taken to ascertain that they were of sound constitution and sufficient physical strength. They recommended that foreigners should be prohibited from entering the service.**

In forwarding the report of the Committee, the Master Attendant observed that under orders of Government, the admission of foreigners had been discontinued;†† and that the qualification

* Papers on the reduction of the Pilot Service, 1874, page 42.
† *Ibid*, pages 30 and 83.
‡ *Ibid*, pages 10 and 30.
§ *Ibid*, pages 10 and 27.
‖ *Ibid*, page 95.
¶ *Ibid*, page 17.
** *Ibid*, pages 9-10.
†† *Ibid*, page 27.

of preliminary service at sea had been dispensed with in certain cases at the request of Pilots who had introduced the sons or relations of deceased or other Pilots, but that the infraction of the rule had ceased; and he presumed that after the experience acquired, no similar request would be attended to: from which it may be inferred that, in his opinion, experience had shown the necessity for insisting on the condition.

As to the physical qualifications of the local candidates, the Master Attendant stated that he was not aware whether any of the young men had turned out weakly and sickly, whereas he had known many instances in which recruits from England had been of unsound constitution.*

The Government of Bengal directed the Master Attendant to make a further report on the radical changes proposed by the Committee after consulting members of the service. Mr. J. P. Baugh Le Patourel, Acting Branch Pilot, was the only member of the service who in his reply dealt with the question of admission to the service. He proposed that candidates should enter it at an age of not less than 14 nor more than 16; that they should be natives of Great Britain, selected from the different training schools in Great Britain (by training schools he appears to have meant training ships), and should produce certificates from a recognized Government Medical officer of soundness of body, and from "the Commanders of the vessels they were taught in" of good character, sobriety, and proved ability.†

The Master Attendant, in furnishing the report called for, proposed that the candidates for the post of Licensed Leadsman should be required to have served four years at sea, and to produce a certificate of competency as 2nd Mate, or any higher grade, granted either by the Board of Trade or by some properly constituted authority in British possessions, and should also be required to produce testimonials of good character and physical fitness.‡

By G. O. No. 3105, dated 6th September 1869, the admission of Leadsmen was suspended till the number of the Pilot staff had been reduced to 100.

In a Resolution dated 10th July 1872, the Government of Bengal pronounced its opinion upon the proposal of the Committee of 1867 for the abolition of what was termed "the Covenanted Service." The Lieutenant-Governor not only considered that the action proposed would perpetuate the evil it was designed to counteract, *viz.*, the excessive numerical strength of the Pilot staff, but he regarded it to be in the interests of the port that some at least of the Pilots should belong to a Covenanted Service, on which Government had a strong hold in the shape of the absentee allowances, pensions, and other privileges it bestowed. He observed (probably in reference to the complaint as to the admission of foreigners, and not with the intention of countenancing any race distinction between Her Majesty's subjects) that all the Pilots must be Europeans or East Indians, and must all have served a long apprenticeship to the river; and that if the whole body of Pilots were merely Licensed Pilots, quite free to come and go, they might at any time strike for higher wages, or bargain for gratuities, or in many ways very seriously hamper the trade of the port.§ He therefore resolved to refer to another Committee the question as to the number of Pilots required for all services in which Pilots might be employed, and the number of running Pilots required—that is to say, of Pilots employed in piloting vessels to and from the port. He deferred passing orders as to the proportion in which these numbers should be distributed among the several classes of Government servants and Licensed Pilots, or what amount, if any, Government should offer as fair pensions to buy out the supernumeraries of each grade until the Committee had reported. He continued the order prohibiting the enlistment of new recruits until the number of Pilots was reduced to the required strength, and he directed that, in future, no Pilot going on the Free List or licensed should receive more than 50 per cent. of his pilotage earnings.‖

In pursuance of the report of the Committee, the number of the service was reduced to 70 Pilots and 20 Leadsmen by the grant of special pensions and bonuses to supernumeraries, and by refraining from filling up vacancies as they occurred.

In 1876 the Pilot Service had been reduced to 70 members, and there remained only a body of five Licensed Leadsmen from which to fill up any vacancies that might occur in the grades of the service. As a temporary arrangement, pending the consideration of a new scheme of organization, sanction was given to the appointment of nine Licensed Leadsmen, of whom six are still serving as Licensed Master Pilots.

In a letter No. 161, dated 19th January 1876, addressed by the Government of Bengal to the Government of India, Marine Department, Sir Richard Temple expressed his concurrence in the reasons which influenced Sir George Campbell, in 1872, to retain a Covenanted Service;

* Papers on the reduction of the Pilot Service, page 28.
† *Ibid*, page 64.
‡ *Ibid*, pages 49-50.
§ *Ibid*, page 96.
‖ *Ibid*, pages 95-97.

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but while Sir George Campbell contemplated that the Pilot staff would be partly composed of Covenanted officers and partly of Licensed Pilots, Sir Richard Temple advocated the reconstitution of the service as a Covenanted Service. He observed :—

"By maintaining a service of Government Pilots, the Government would make sure of a regular succession of properly qualified Pilots, who would be amenable to its authority; and though the system would involve more expense than a Licensed Pilot Service, the cost would not be disproportionate to the importance of the object which it would secure." He expressed himself "convinced that the best possible service should be secured for the navigation of the long river approach to so great a port as Calcutta—an approach reputed to be among the most difficult of its kind in the world, perhaps the most difficult; and that an organized Government service is better than any other can be." As to the question whether the recruits should be obtained in Calcutta or from England, while he believed that recruits could be obtained in Calcutta from young men of the Merchant Marine who had been three or four years at sea, and who would gladly enter as Licensed Leadsmen with the prospects of becoming Pilots thereafter, he thought that by recruiting in England and getting out lads from the training ships there, a better class of young men would be secured. He stated that, in that case, it would be necessary to make them members of a Government Pilot Service, and give them leave allowances and pensions. He therefore requested the Government of India to move the Secretary of State to send out a certain number of youths as Leadsmen Apprentices. He at the same time forwarded draft regulations prescribing conditions for the admission of apprentices to the Bengal Pilot Service, and proposed rules with respect to the leave and pensions to be enjoyed by members of the Pilot Service; the regulations being based on the rules of the old service. The proposals of Sir Richard Temple were accepted: the first recruits for the reconstituted service arrived from England in 1877. On an average three appointments in each year are now made by the Secretary of State of lads recommended by the Committees of the training ships, *Conway* and *Worcester*.

In May 1879, the Eurasian and Anglo-Indian Association presented a memorial to the Government of India complaining that the recruitment of the service in England practically debarred Eurasian and Anglo-Indian youths from admission to it. The Governor General in Council, while admitting that it was difficult for the youths to qualify themselves by undergoing a course of professional training in England, yet, believing that no sufficient training could be obtained in India, reluctantly came to the conclusion that the service should continue to be recruited from England only.

In 1883 the Association submitted to the Secretary of State an appeal against this decision. It was urged that even youths sent out from the training ships must learn the duties of a Pilot on the Hughli as Leadsmen; that men who had been born and educated in India had rendered efficient service at Pilots, of whom some had risen to the highest grades; and that the dangers of the river had been diminished by more careful survey and accurate charts as well as by the introduction of steamships. For these reasons, the Association asked that the training as Leadsmen should be accepted as sufficient, and that if this training was deemed insufficient to secure adequate skill in seamanship, suitable training ships might be provided in India.

Before this appeal was transmitted to England, the Government of India considered it desirable to forward it for consideration to the Lieutenant-Governor of Bengal and to the Bengal Chamber of Commerce: and the Bengal Government also took the opinion of the Port Officer and the Port Commissioners upon it.

The Port Officer (the present Departmental member) considered that for a service so well paid and with such responsible duties, the shipping interest was entitled to expect that the Government would recruit the best class of men that were available. He contended that Eurasian and Anglo-Indian youths, if they desired to enter the service, ought to undergo instruction in the training ships in England, and prove their superiority in competition with the other candidates under training in the same manner as lads of the same class had to obtain admission to the Covenanted Civil and Medical Services. He gave it as the result of his experience that boys trained in India were wanting in energy and ability.

The Port Commissioners suggested, as a means of mitigating the hardships of which the memorialists complained, the creation of scholarships to be competed for by Eurasian and Anglo-Indian boys, and of such an amount as to enable a successful candidate to proceed to England and obtain instruction for three years in a training ship, from which, having passed the necessary examination, he might be drafted into the Bengal Pilot Service as Leadsman.

The Committee of the Chamber of Commerce were of opinion that the necessary professional training could be obtained on the existing pilot brigs. At the same time they intimated their approval of the maintenance of a training ship in Indian waters, if the Government could

see its way to do so; and if the training in England were deemed indispensable, they suggested the creation of scholarships tenable by Eurasian and Anglo-Indian youths in training ships in England.

The Lieutenant-Governor of Bengal expressed himself opposed to any rule disqualifying Anglo-Indians and Eurasians from employment, provided that the best men at the least cost could be secured for the service; and he admitted that there were probably many lads in both these classes fitted by position and character as well as by stamina and physique, to do good work as Pilots on the Hughli; but he observed that the one thing wanting to fit them for such duties was a place where they could gain nautical experience and training in seamanship. He pointed out that the preliminary education for the Marine Service was obtained in England on board the training ship *Worcester*, which was open to all, and accommodated some 200 cadets; that the cost of the professional education there given was not less than £55 a year; and that two years at least were necessary to qualify for any branch of Marine Service. He considered it out of the question to think of establishing such an institution as a training ship in India, seeing that the required strength of the Pilot Service was so small, and that outside of the service there were no inducements to young men in India to adopt a seafaring profession. His Honor also pronounced himself opposed to the establishment of scholarships for the nautical education of Eurasian and Anglo-Indian youths at the public expense. Whilst it was possible to get excellent recruits for the service without cost to the State, he thought that it would be unjustifiable to incur avoidable expenditure. His Honor considered that the only way open to the Government to assist the memorialists would be to offer a certain proportion of the vacancies in the Leadsman grade for competition in India to youths who had received a sound elementary education and could produce certificates of good character and respectability, of strong physical health, and of nautical knowledge obtained during an apprenticeship for at least two years under a competent master of a sailing ship of the British Mercantile Marine. At the same time he expressed his preference for a scheme whereby some nominations to a training ship in England might be placed at the disposal of the Association, so that the Association might select promising youths who should take their chance of appointments in the Bengal Pilot Service; and he suggested that perhaps a preference might be given to the nominees of the Association if they were declared to be in all respects fit and competent.

In forwarding the memorial of the Association with these opinions to the Secretary of State, the Government of India called attention to the proposals of the Lieutenant-Governor, and observed :—

"Neither of these plans, however, seems to us to be very practical. The objection to the first, which is perhaps the preferable proposal, is that it is very doubtful whether any considerable number of Anglo-Indian or Eurasian youths would go through an apprenticeship at sea on the chance of being appointed to the Pilot Service." (The evidence of the representatives of the Association taken by the Sub-Committee justifies this view.) "The second suggestion would not help them much, unless Government were prepared to bear some part of the charges for their training in England; and this we are not disposed to do. * * * In regard to the Pilot Service, however, we are bound to bear in mind that the duties which devolve on a Pilot in the river Hughli are of an exceptionally important character; for human life and the safety of very valuable property may at any time be dependent on the skill, coolness, and nerve of a Pilot brought in presence of sudden and unforeseen difficulty and danger. Unless a young man has received a really good and sufficient training, he cannot be expected to possess that complete self-confidence which is essential to the safe and efficient performance of the responsible duty which must fall to him in a river so dangerous as the Hughli is well known to be. We have no means of training lads for this service in India, and the expense of establishing and maintaining a training vessel for the supply of not more than four candidates for the service annually would be out of all proportion to the results. There is no other course open but to continue the present system, which has been entirely satisfactory, of training in England. We do not consider that the Government can bear any portion of the cost of such training in favor of any particular class or section of the community."*

The views expressed by the Government of India were approved by the Secretary of State, who directed that his decision should be communicated to the memorialists. Inasmuch, however, as the recruitment of the Pilot Service through the training ships was not the result of any formal rule, the Secretary of State expressed himself as favourable to the occasional appointment in India of persons who had qualified by apprenticeship at sea, if their qualifications were tested by suitable regulations. At the same time he considered it undesirable that any proportion of annual vacancies should be set aside for competition in India, but deemed it

* The Government of India to the Secretary of State, No. 23, dated 7th April 1884.

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better that if in any year thoroughly qualified candidates were appointed locally, a corresponding reduction should be made in that year in the number of appointments offered to the training ships.*

In consequence of the suggestion made by the Secretary of State in the Despatch last mentioned, the Government of Bengal proceeded to frame regulations for the admission to the service of locally selected candidates. These draft regulations provided for the holding of an examination for admission to the Leadsman grade at a time and place to be fixed by the Local Government. They reserved to the Local Government the power to declare the number of vacancies available for local candidates, and they suggested, in somewhat vague terms, that at least a qualifying standard must be attained. The qualifications imposed on candidates were that they should be not less than 15 nor more than 18 years of age, and descended from European or Eurasian parents domiciled in India; that they should produce medical certificates of good health and physical fitness to work as Pilots in a tropical climate, with satisfactory evidence of moral character; that they should have served at sea for a period of two years as seamen or apprentices in a merchant sailing vessel of not less than 300 tons register employed in the foreign trade, and should produce satisfactory certificates from the Masters they may have served under; that they should have passed the examinations prescribed for the sixth standard of the Code of Regulations for European Schools in Bengal; and, in addition, that they should submit to an examination in seamanship and in navigation up to the standard of 2nd Mate.

The Government of Bengal communicated the regulations so drafted to the Eurasian and Anglo-Indian Association at Calcutta. The Board of that body, while expressing their hearty satisfaction at the concessions made to the classes they represented and their real thankfulness to the Government for them, suggested (1) that a fixed proportion of not less than one-third of the future vacancies in the Pilot Service should be filled by appointment in India under the proposed regulations; (2) that subject to any condition for the selection of individuals on which the Government might determine, on proof that a lad had passed the necessary educational test and possessed the necessary moral and physical qualifications, a nomination on which he might count with certainty should be given to him before he proceeded to sea to acquire the necessary professional training; and (3) that the maximum limit of age should be raised to 20 years.

The Bengal Government, adopting the views of the Port Officer that the assignment of a fixed proportion of vacancies might lead to the admission of unfit candidates, and that it was inexpedient to give a candidate a nomination without any guarantee that he had an aptitude for a marine profession, felt itself compelled to disallow the first and second suggestions of the Association, but it agreed to the suggestion about the maximum limit of age, and with this amendment the proposed regulations were approved by the Governor General in Council,† and on the 13th of June 1885 were adopted and issued.

In 1886 an appointment was offered for competition in India, but no candidate with the requisite qualifications presented himself. In April of the present year an examination was held at Calcutta under the regulations of 1885, and a Eurasian obtained the appointment. Applications were received from four candidates for admission to the examination, but only two appeared. The subjects of the examination are stated in the Notification of September 22nd, 1886, appended to the note of the Departmental member.

The Bengal Pilot Service, as at present constituted, comprises three grades of Pilots and one of Leadsmen.

In July 1887, there were 85 officers graded as shown below :—

Branch Pilots	. . . . .	13
Master Pilots, Senior, 30 Master Pilots, Junior, 8	. . . . .	38
Mate Pilots	. . . . .	15
Leadsmen	. . . . .	20
		— 86

Of the 86 officers now serving, 20 are Licensed Pilots. It appears from the return furnished by the Port Officer that with the exception of one Master Pilot who is a Eurasian and one Leadsman who is a domiciled European, the other officers of the Pilot Service are non-domiciled Europeans, but Mr. Hudson, a Master Pilot, stated that six of the Leadsmen had been born in India and that five of these six had been educated in England.

Under G. O. No. 1329, dated 19th September 1881, the number of Pilots in the service

* The Secretary of State to the Government of India, No. 85, dated 12th June 1884.
† Letter from Government of Bengal to Government of India, No. 194T.G., dated 25th April 1885.
Letter from Government of India to Government of Bengal, No. 929, dated 21st May 1885.

is to be reduced to 60, and the number of Apprentice Leadsmen has been fixed at 25. The Port Officer considers these numbers sufficient for the service of the port.

A Leadsman Apprentice, whether appointed in England or in India, is required to serve for two years as a Leadsman, and receives a salary of ₹100 to enable him to support himself in Calcutta and to pay his mess-money when on board the pilot brig. At the end of two years he is required to pass an examination as 2nd Mate, and, if successful, is appointed as 2nd Mate to a pilot brig on a salary of ₹125. Having served for a year on a pilot brig, he is required to serve for another year as Leadsman, receiving a salary of ₹100 and 50 per cent of the lead-money paid by the ships on which he does duty. He is next required to pass an examination as 1st Mate, and, if successful, is appointed for a year to a pilot brig, receiving a salary of ₹150 and his messing expenses. He is next allowed to present himself for examination as Mate Pilot, and, having qualified, is appointed to the grade of Mate Pilot, on the occurrence of a vacancy. After four years' service as Mate Pilot, he is allowed to present himself for examination as Master Pilot, and, on passing it, is promoted to that grade when a vacancy occurs. Promotion to all grades is made by seniority. A Master Pilot passes an examination after 20 years' service to qualify as Branch Pilot.

The grade regulates the privilege of the Pilot as to the size of ships he is permitted to take charge of.

The following tonnage at present is assigned to the several grades :—

		Tons.
Branch Pilot	over	2,000
Senior Master Pilot	„	900 to 2,000
Junior Master Pilot	„	900 to 1,450
Mate Pilot	up to	900

Members of the Pilot Service, appointed under the present rules, are not entitled to any salary when on pilotage duty, but receive as their remuneration 50 per cent. of the pilotage dues paid by the ships piloted by them. They receive salaries when employed on other duties. Three of the Branch Pilots are employed as Commanders of the pilot brigs on salaries of ₹1,000. Five senior Masters and two mates, termed Special Pilots, receive fixed salaries from certain Mail lines, which have been permitted to engage their services. The average monthly earnings of the several grades engaged in pilotage work under the 50 per cent. rule in the year 1886 are shown in the following table :—

	₹	a.	p.
Branch Pilots	1,385	2	1
Master Pilots, Senior	868	5	1
Master Pilots, Junior	502	14	10
Mate Pilots	295	6	0

The furlough and leave rules, which are not illiberal, are appended to the note of the Departmental member. The average pay calculated for furlough allowances is for—

	₹
Branch Pilots	1,000
Master Pilots	700
Mate Pilots	450

After an actual service of 30 years in India, a member of the service is entitled to a retiring pension according to his rank. A Branch Pilot receives ₹200 a month; a Pilot of any other rank ₹100 a month; but not more than four retiring pensions are granted in three consecutive years.

To members of the service who obtain from a prescribed Medical Board certificates of incapacity for further service, invalid pensions are paid at the following rates :—

	₹
Branch Pilots	200 a month.
Master Pilots	100 „
Mate Pilots	60 „
Leadsmen Apprentices	30 „

Members of the service are required to subscribe for pensions to their widows and children, the amounts of the pensions and subscription being determined by the rank of the subscriber, thus :—

	Monthly contribution. ₹	Monthly pension to widow. ₹	Monthly pensions to children. ₹
Branch Pilot	40	100	To each son till age of 15 years . . 12
Master Pilot	20	50	To each daughter till age of 10 years . 14
Mate Pilot	10	30	and thereafter till marriage . . 20
Leadsman Apprentice	4	15	

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Since the service was reconstituted in 1877, 45 appointments have been made under the existing regulations. Of the officers so appointed, 38 are still serving, three have died, one has resigned, two have been invalided, and one has been transferred to the Indian Marine Service. It will be observed that not a single officer so appointed has been dismissed the service. The appointments have been made principally by the Secretary of State, but in some instances the Government of Bengal has exercised its power of nomination; two of the nominees were youths who had served as supernumerary Leadsmen before the reconstitution of the service, and a third had gone through a course of instruction on a training ship in England. The average number of appointments has been seven in two years, but during the last six years the average has been three in a year.

The reduction of the number of Pilots and the reconstitution of the Service have apparently greatly increased its efficiency.

In the ten years, 1877-78 to 1886-87 inclusive, out of 20,941 vessels piloted, only 572, or 2·73 per cent., grounded or were in collision, and only six were totally lost.

The Port Officer considers that the lads who have come out from England are of a superior class, and that it would not be desirable to introduce a lower class as their comrades. The introduction of either the Hindu or the Mahomedan element is, he thinks, out of the question. He doubts whether the better class of educated Hindus or Mahomedans would accept employment at sea. He states that there is no room in the pilot brigs for separate messes, nor for separate accommodation for Asiatic officers; and he concurs in the opinion, expressed by some of the witnesses who were examined by the Sub-Committee, that Asiatics would not be able to exercise the needful, almost despotic, authority of a Pilot over European officers and crews, nor would they inspire the necessary confidence. He maintains that the admission of Asiatics to the service would lead to disastrous results and increase the present rates of insurance. As to the complaint that it is difficult for Europeans born in India to obtain admission to merchant ships, and that they would undergo hardships during their two years' apprenticeship at sea, he observes that the Government in England does not bear the expense of training ships, nor provide facilities for youths to obtain employment afloat; and that every lad who goes to sea has to put up with some hardships. He is of opinion that Eurasians, as a class, do not take to the sea as a profession, and until a large number do so, so that some selection could be exercised, he would view with distrust the introduction of that class into the service. He expresses his conviction that to nominate boys born in the country directly they have left school, and without any test of their fitness for a sea life, would be most unwise.

Licenses are issued to Natives authorizing them to pilot Native coasters and dhonies not exceeding 500 tons between Calcutta and Kedgeree, and to charge pilotage fees at the following rates:—

Draught.	Pilotage payable to Pilots.
	₹
Under 8 feet	16
„ 9 „	18
„ 10 „	20
„ 11 „	22
„ 12 „	24
„ 13 „	27
„ 14 „	30
„ 15 „	35
„ 15 and over	40

In the present year only three Native Pilots have taken out or renewed their licenses.

There is a Port Officer at Chittagong on a salary of ₹250 rising to ₹400. This office is held by Mr. Good, a member of the Indian Marine and a European.

There is also a Pilot Service paid partly by fees, and partly by a percentage on earnings.

The service consists of five Pilots and two Apprentices. Of the five Pilots, one is a Eurasian and four are Mahomedans, as are also the two Apprentices. The Eurasian and the Senior Mahomedan Pilot alone receive more than ₹100 a month.

At the Orissa ports there are two Port Officers. The Port Officer of False Point and Pooree, who is also Customs Collector, receives a salary of ₹400. The Port Officer of Chandbally and Balasore receives a salary of ₹300. These officers are Europeans.

There are two Native Pilots at Chandbally who receive fixed salaries of ₹40 each.

The Sub-Committee examined eleven witnesses and received one opinion in writing. The substance of the evidence is as follows:—

Mr. J. L. Mackay, a partner in the firm of Messrs. Mackinnon, Mackenzie & Co., and Mr. James Stevenson, a partner in the firm of Messrs. Graham & Co., were deputed by the Bengal Chamber of Commerce to give evidence before the Sub-Committee.

The firm of Messrs. Mackinnon, Mackenzie & Co. represents the British India Steam Navigation Company. The Company owns eighty steamers with a tonnage of over 176,000 tons. On about 250 occasions in each year steamers of the Company enter and leave the port of Calcutta. The Company's vessels are manned by Natives of India, and commanded, officered, and engineered by Europeans. It employs 800 European Commanders, Officers, and Engineers and 6,000 Native seamen, firemen, and saloon servants. As a rule the Quartermasters are Natives, but a few European Quartermasters are entertained in steamers trading to England. Mr. Mackay informed the Committee that the Company has no Native Commanders, Officers, or Engineers, and that he had never received an application for employment from Natives qualified to discharge the duties of such officers. Personally, Mr. Mackay saw no reason to debar Natives of India from entering the Bengal Pilot Service, though, if the Service became a mixed service, some alteration might be required to meet the objections of Asiatics to messing and sleeping in the same quarters as Europeans; but he regarded that as a mere matter of detail, which could be easily arranged. Mr. Mackay considered that if a young Native gentleman of sufficient education obtains the necessary knowledge of seamanship either in a seagoing vessel or training ship, and acquires experience of the river and undergoes the manual labour entailed on Leadsmen, it is yet to be proved that he would not be an equally efficient Pilot as an Englishman. At the same time Mr. Mackay stated that no educated Natives are now taking to the sea as a profession, and that the Natives employed by the Company as sailors are recruited chiefly from the agricultural and seafaring classes at Chittagong and Surat; and that although they write and read their own languages, they are ignorant of English and without education. He mentioned that even Native owners prefer European Commanders, and that although Arab ships are generally commanded by Natives, they keep at sea only in fine weather, and frequent the port at a season when they have a fair wind both for coming and returning. Inasmuch as 95 per cent. of the vessels trading to Calcutta are owned, commanded, and officered by Europeans, and insured in European companies, Mr. Mackay considered that, if the Service became a mixed service, it would be right to give Commanders of vessels visiting the port the privilege of choosing either a Native or a European Pilot. He expressed his belief that the Commander would prefer a European Pilot, and stated that this is also the opinion of the Chamber of Commerce. If Natives were admitted as Pilots, it was his opinion that they would have very little to do, unless the Government forced them on ships, which he thought would be unfair. He considered that if Natives were employed as Pilots, the pilot fees paid to them might be reduced, as they would be serving in their own country; but his impression was that the circumstance that the services of Native Pilots could be obtained at a lower rate would not diminish the preference of Commanders for Europeans, and that an objection to the employment of Native Pilots would be entertained by Insurance Companies. If the Government forced Native Pilots on ships, he thought that the rates of insurance would very probably be enhanced, and that the danger of the navigation of the river would be increased.

As to Eurasians and Europeans born in the country, he stated that it is not the practice of the Company to accept European Apprentices to learn seamanship. No youths are taken into the service of the Company who have not undergone a training in a sailing ship. In an experience of 13 years, he had not received five applications for employment from country-born youths who had served their time and obtained a 2nd Mate's certificate. His experience was that very few of such youths cared to go to sea. As to the employment of Eurasians as Engineers, Mr. Mackay stated that the Company had employed a considerable number of them at sea and had found them unreliable, because, when anything went wrong, or there was a press of work, they fell sick. The Company had consequently been obliged to dismiss them and to engage young men in Great Britain, of whom the greater number had been trained in engineering shops at Glasgow. He added that the Company employs a great many Eurasian and country-born lads in their dockyards and workshops in Calcutta and Bombay, and that ashore those youths give satisfaction.

The firm of Messrs. Graham & Co., of which Mr. James Stevenson is a member, are Agents of the International Marine Assurance Company and the Anchor Line of steamers, and the representatives of the largest number of outside ships, both sailing vessels and steamers, that trade to the port of Calcutta. Mr. Stevenson, speaking from a personal experience of

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16 years, and from opinions expressed to him by shipmasters, characterized the officers of the Bengal Pilot Service as a very high class of men, unsurpassed by the members of any Pilot Service, either in private character or professional attainments. Mr. Stevenson, who is thoroughly acquainted with the river, detailed to the Committee the difficulties in navigation experienced in his presence, and stated that the Hughli was generally regarded by shipmasters and owners as one of the most difficult and dangerous rivers in the world, if not the most difficult and dangerous. He added that the insurance risk is very great, and that the introduction into the service of men who are inferior either in experience or otherwise would be certain to increase the risk. The introduction of Natives into the Pilot Service would, he considered, compel many owners of vessels to insure them who now avoided that expense.

Mr. Stevenson was of opinion that, while a high degree of education of a literary character is not necessary for a Pilot, a thorough training as a seaman and experience in handling ships are most essential; and that a vigorous and robust constitution, energy, nerve, judgment, resource in sudden emergencies and a high sense of duty and responsibility are qualities required in a Hughli Pilot; and these qualities, according to his experience, are most wanting in the Natives of Bengal. He described Native seamen as obedient and good men in ordinary weather, and giving less trouble than the same class of Europeans, but easily prostrated in rough weather, and in fact of the least use when most required. He had had no experience of Native officers, and knew of no vessels of any size commanded by Natives; but he had been frequently asked by Native owners to recommend European captains. He knew of no Native who, he considered, would make a reliable Pilot; nor had he ever known one express a wish to join the service. With regard to Eurasians and country-born Europeans, he stated that he had not received any application from these classes for employment on board a steamer, except as stewards, nor for apprenticeships as seamen; but he admitted that it is not the practice to take apprentices in Calcutta on the ships with which he is connected. He stated that his firm employed Eurasians as tallymen and in similar occupations in connection with shipping for reasons of economy, and he also stated that if there were training ships in India, he thought that there were lads in the country who could be sufficiently trained to take appointments in the Pilot Service.

Mr. E. F. Hudson, a Master Pilot in the Bengal Pilot Service of 28 years' standing, considered it inexpedient to recruit Natives of India for the Pilot Service, because the nature of the work required promptitude and highly skilled action to meet emergencies which might arise at any time. He regarded the rules framed for the admission of local candidates as not excessive in their requirements, so far as general education was concerned; but he thought that a sufficient knowledge of seamanship might be acquired in the service under the tuition of the senior members of the pilot brigs. He considered that, in the absence of training on a training ship, a condition that the candidate should have served two years in a merchant sailing vessel is not altogether indispensable; but that it is more necessary at the present time than it was formerly, because, owing to the substitution of steam for sails, it is not now so easy to acquire experience of sailing ships. Among the Branch and Master Pilots, he is acquainted with men who were born and educated in this country, he also knew that there are six Leadsmen Apprentices who had been born in this country, but five of these had received an education in England either on a training ship or elsewhere.

Captain A. W. Mann, commanding a steamer of the British India Steam Navigation Company, stated that he had frequented the port of Calcutta since 1868, both as an officer and as commanding a steamship; that he considered the Bengal Pilot Service as now constituted the most perfect Pilot Service in the world; and that, taking the officers as a class, there are no Pilots who do their work as efficiently as the members of the Bengal Pilot Service. He considered that it would not be at all advisable to employ Natives as Pilots; he stated that he had had considerable experience of Native Pilots in the Moulmein, Rangoon, and Chittagong rivers, and that he had never found one of them in a case of emergency who was equal to the occasion; that, being compelled to employ Pilots, he had been obliged to take a Native Pilot when there was no other available; but that, knowing the river as well as the Native Pilot did, he on such occasions simply took charge of his ship himself. He also stated that if he had a choice of employing a European or a Native to pilot his vessel up or down the Hughli, and could obtain the services of the Native at a lower rate of pay, he would certainly choose the European.

Captain Atkinson, also a Commander in the service of the British India Steam Navigation Company, expressed similar views.

Mr. G. M. Anderson, a Master Pilot in the Bengal Pilot Service of 29 years' standing, stated that he had been appointed by the Court of Directors after he had attended the Royal

Naval School at Dulwich for three years, and had spent two years at sea. He considered that some men born in the country of European, or partly of European, parentage had proved themselves very good Pilots. He knew no instance in which a pure Asiatic had entered the Pilot Service. He had served with Native crews, and was of opinion that the better class of Native mariners would not be likely to provide good material for the Pilot Service; that they were physically unfit for the duty and wanting in nerve and promptitude in cases of emergency. He stated that since the reconstitution of the Bengal Pilot Service accidents on the river were considerably less frequent than they had been formerly, although the time occupied in performing the voyage is much less. He considered that the education received in the training ships is a proper one for men appointed in England; and that the requirement in the case of men recruited in India, that, in lieu of that training, candidates should have served for two years in a sea-going ship, is reasonable.

Mr. L. W. D'Cruz, who appeared as a representative of the European and Anglo-Indian Association, took exception to the condition imposed on the local candidates for appointment, that they should have served at sea for two years in a merchant-sailing vessel employed in the foreign trade. He asserted that parents could only with difficulty, if at all, induce shipowners or captains to accept apprentices in Calcutta, and that they are unwilling to send their sons to sea for a period of two years when it is uncertain whether on their return they would find a vacancy in the Pilot Service, because the opportunities for obtaining employment on board-ship were unfrequent in Calcutta, and because if a youth did not succeed in obtaining an appointment in the Pilot Service or on boardship, he would have lost two years during which he might have fitted himself for another career and might have obtained some other employment. He added that parents of youths born in this country are generally too poor to afford the risk of sending their sons to be educated on training ships, unless there is a certainty that their sons would secure appointments. Having adverted to the circumstance that country-born lads are sent to England to be educated to compete for the Medical Service as a proof that parents would not be unwilling to incur the expense entailed, he was compelled to admit that in such cases the parents have no security that their sons will succeed in obtaining appointments.

Mr. C. A. Tweeddale, another representative of the Eurasian and Anglo-Indian Association, read a statement embodying the views of the Association. In this paper objection was taken to the rule limiting the age for entering the service to 18 years, and it was proposed that the limit should be raised to 20. [It appeared that the witness was not aware that the rule had been altered and that the maximum age had been raised to 20.] Objection was also taken to the condition requiring a two years' service at sea in lieu of the period passed by the English candidates on a training ship, for reasons which have been already noticed in the evidence of Mr. D'Cruz, with an additional reason that apprentices on board merchant vessels would be required to do menial work and associate with the lowest classes of seamen. It was suggested that all the nominations to the service should be thrown open to competition, and that no portion of the appointments should be restricted to a particular class or to youths in the training ships on the Mersey. It was argued that the education received on the training ships is theoretical and superficial, and that a knowledge of navigation is altogether unnecessary for a Pilot on the Hughli. It was added that lads trained on the training ships had practically to be trained afresh on the pilot brigs in India. It was suggested that lads of European and Anglo-Indian parentage should be trained on board the same pilot brigs in which the lads from the training ships are made efficient and practical Pilots—a training which, it was urged, had been proved sufficient by the efficiency of Pilots locally recruited already in the service. Mr. Tweeddale advocated the following scheme, *viz.*, that after a youth has passed the educational test required by Government, he should be appointed as an Apprentice Leadsman, without pay, to take his turn in heaving the lead up and down the river; that when on board the pilot brigs, he should be required to take his regular turn of duty in keeping watch and manœuvring the vessels, by such training acquiring a practical knowledge of the river and of seamanship; that after an apprenticeship of two years, he should be required to pass an examination and produce certificates of his ability from the Pilots with whom he has served as Leadsman and from the Commanders of the pilot brigs; that if he fails to pass his examination after two years, he should be permitted an extension of another year to enable him to qualify; that if he then fails, his services should be dispensed with; and that during the period of apprenticeship his parents or guardians should be required to defray his expenses for subsistence on the pilot brigs at the same rate as is charged for the lads from the training ships. Mr. Tweeddale stated that the parents of local candidates for employment in the service are not, in some instances, in a position to pay the cost of sending their sons to England to be trained on board a training ship.

Captain William Ellery, of the ship *Taluqdar*, who had traded to the port since 1870 as Master of several ships owned by Messrs. T. & J. Brocklebank, of Liverpool, expressed a very

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high opinion of the efficiency of the Bengal Pilot Service. Judging from the behaviour of Native boatsmen and others employed on the river, he did not think that any of them could qualify for the duties of a Pilot, or that it would be possible to train them to exercise the cool judgment and readiness of resource in emergency which were necessary for the protection of property on such a dangerous river as the Hughli. As regards East Indian youths, he considered that a certain number of them could be found who would readily undergo the necessary course of training at sea, and that a healthy, intelligent East Indian, who had faithfully served two years in a sailing vessel and passed a competitive examination, would be well qualified to enter the junior grade of the Pilot Service. He was of opinion that residence in a pilot brig would not be a sufficient training. He asserted that respectable boys could without difficulty be apprenticed in good ships plying to and from the port, and expressed his readiness to take apprentices for a term of three or four years. He mentioned that he had received a Eurasian apprentice at the port of Calcutta who promised to make a good sailor, and who proposed to offer himself as a candidate for the Pilot Service at the ensuing examination. He also mentioned that the *Khyber* and another ship, both owned by his employers, had each a Eurasian apprentice from the port of Calcutta. He stated that there were from five to eight apprentices on each ship, and that the apprentices messed together and not with the men.

Captain C. G. Cross, of the *Mylomene*, who had navigated the Hughli from time to time for 16 years, was of opinion that the Pilot Service, as it now exists, is thoroughly efficient. He considered that Natives of Asiatic birth would not be fit men for the service; that a Pilot must not only know the river, but the handling of a ship, both how to conduct the ship and how to avoid collisions; that he must have courage and promptitude of judgment; and that he ought to have some training afloat for not less than two years. He was of opinion that the necessary knowledge for working a ship at the Sandheads could be procured in the pilot brigs. He did not think that the boys trained in the *Conway* and *Worcester*, of whom many had served under him, received a sufficient training in practical seamanship for a Pilot. He stated that he received apprentices on his ship, and that if a boy was robust, strong, and respectable, he would take him as an apprentice from the port of Calcutta, whether his parents were European or Eurasian; but that he would prefer a boy of European parentage, because a European would stand changes of climate better. He stated that he had tried Mahomedan sailors and had found them efficient in fair weather, and that he believed that the Arab Commanders were fairly good sailors in their own waters. He mentioned that on one occasion he had boarded a ship with an Arab Commander in the Bay of Bengal to compare chronometers; that he found the Commander had three, and had worked out three sets of sights in English figures; and that he ascertained from him that he had been taught navigation in Calcutta.

Mr. E. Good, of the Indian Marine, Port Officer at Chittagong, stated that he had under his charge the Native Pilot Service at that port; that the best man in the service was a Mahomedan, a native of Chittagong, who had been a *sekuni* in the service of the British India Steam Navigation Company, and before that in Government service; and that he had also one Eurasian Pilot who was an exceptionally good man, and who had been educated at the Doveton College, and had subsequently obtained a certificate authorizing him to act as Master of country ships; that he desired to enlist good Mahomedans and Eurasians, but found a difficulty in obtaining them; that Natives were inferior in promptitude, nerve, and readiness to the class of Europeans who could alone be obtained for the remuneration offered, but compared favorably with them in steadiness and sobriety. He admitted that Commanders of vessels are apt to disregard the orders of Native Pilots. He also stated that although he had offered Eurasians in Chittagong a chance of employment on ships with a view to obtain appointments as Pilots or Leadsmen, they had not availed themselves of his offer; and that they are unwilling to put up with the hardships of a seaman's life, and consider the work degrading and derogatory.

In advertence to this witness's evidence, Mr. D'Cruz suggested that the Eurasians referred to were probably by birth pure Asiatics, who on their conversion to Christianity had assumed Eurasian names and customs.

Mr. A. J. Milner, Branch Pilot, forwarded to the Sub-Committee his opinion as to the qualifications of Natives of India for the Pilot Service of the River Hughli. He considered them as a class unable to discharge the duties of Pilots, because they are deficient in nerve, judgment, and decision of character; and, considering the risk to life and the value of property entrusted to the charge of Pilots, and the large amounts paid by the mercantile community for pilotage, he thought that merchants were entitled to the best talent procurable.

Mr. W. C. Madge, an influential member of the Eurasian and Anglo-Indian Association, also addressed a note to the Sub-Committee complaining of the condition requiring a two years' training at sea in lieu of a training for two years on a training ship as a qualification for the admission of local candidates.

Appendix O. 12.

POSTAL DEPARTMENT.

India.

A brief sketch of the history of the Postal Department, and of the nature and extent of the services it renders to the public, will not only conduce to a fair appreciation of the agency by which its operations have been controlled and conducted, but will suggest the qualities required of officers for efficient service in the several grades. Moreover, the circumstances of the Department merit some attention; because inferences are suggested by them which may assist the solution of some of the general questions which are common to all Departments. It will be apparent that not only are the several branches of business undertaken by the Postal Department of a more or less complicated character, but that they demand even in the lowest grades strict integrity and some intelligence, in most grades education, method, energy and tact, and in the superior grades these qualities in a high degree combined with administrative ability. The necessity for economy has compelled the adjustment of salaries on a scale which perhaps in some grades errs on the side of inadequacy but which has not entailed a sacrifice of efficiency. Few Departments resort more freely to the local labour market, and, if the testimony of officers, Native as well as European, is accepted, promotion to the supervising and controlling grades has been primarily regulated by considerations of public advantage, which involve the recognition of individual merit and capacity.

Before 1837 the Government had instituted for its own purposes local services for the conveyance of letters and parcels, and the use of this agency was conceded as a privilege to private persons. By Act XVII of 1837 a public post was established, and the right to carry letters for hire in the territories of the East India Company was created a monopoly and vested in the Government.

The organization of the Postal service was, however, very imperfect. The Presidency Postmasters, as Postmasters General, supervised a certain number of Provincial offices, and provided for the conveyance of mails on a few main lines; but the Collectors of Districts had charge of District offices and local lines. No central authority secured the co-operation of the postal officials of the several Provinces and districts or maintained uniformity of practice. In 1850 a Commission was appointed to report on the Department, and in 1854 the Act of 1837 was repealed and Act XVII of 1854 enacted in its stead. This Act provided for the issue of postage stamps, and prescribed rates for the conveyance of letters irrespective of distance, which rates the Government of India was empowered to reduce. The Act also authorised the Government of India for the purpose of carrying on the service of the Post Office to appoint, or authorize the Local Governments to appoint, such officers and invest them with such powers not inconsistent with the Act, as it might deem fit. This Act has been since repealed and other statutory provisions substituted; but it marks the commencement of the organization of the Postal Department on its present footing. A Director General of the Post Offices was appointed, and the Post Offices and mail lines throughout India were placed under his control. The office of Postmaster General was separated from that of Presidency Postmaster, and Postmasters General were appointed for the direct administration of the service in Bengal, Madras, Bombay, the North-West Provinces, and subsequently in the Punjab. In course of time Chief Inspectors were appointed to minor charges in the Central Provinces, Burma, Assam, Oudh, and Sind, and to the charge of British Post Offices in the Political Agencies of Rajputana and Central India. At a later period the designation of these officers was altered to that of Deputy Postmasters General, and Behar and Eastern Bengal were removed from the direct charge of the Postmaster General of Bengal and placed under Deputy Postmasters General. From time to time new mail lines were opened and the number of Post Offices increased. A central office of account was established in Calcutta. The system of sorting letters in transit by railway was introduced in 1864, and the Sea Post Office for sorting European letters in transit from Suez to Bombay in 1868.

The rates for postage and for registration were from time to time considerably reduced, and the charge for re-direction, which is still maintained in many countries, was abolished.

In 1875 the Postal Union was established. At a conference held at Berne in January

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1876 terms were arranged with respect to the cost of the sea transit, and British India became a member of the Union.

In 1879 Inland and Foreign Post-cards were introduced; and the Indian Inland Post-card is the cheapest in the world.

The Postmaster General of Bengal furnishes the following statistics: 62,500 miles of mail lines are organized by the Department, of which mileage a little more than one-third is traversed by Railway and Steamer services; the Post Office has to effect arrangements with the agents of the companies, so that trains and steamers may correspond with other mail lines; it has also to maintain travelling postal services in the trains and steamers. The other two-thirds are worked by country-boats, mail-carts, horse and camel-men and runners. The number of Post Offices is upwards of 8,200 and of postmen and village postmen about 14,000. In addition to its ordinary duties the Department is from time to time required to organize postal services in connection with Military expeditions or to send a Post Office staff with Indian contingents ordered on foreign service.

Prior to 1854 the Department had undertaken the carriage of parcels at rates varying with weight and distance, and this system was continued by the Act of 1854; but in 1870 rates were sanctioned varying only with weight and irrespective of distance. In 1873 arrangements were made for the carriage of parcels to and from England, and for their distribution and collection through the agency of the Peninsular and Oriental Steam Navigation Company. In 1875 parcel exchanges were arranged with the German Postal Department, in 1876 with those of Austro-Hungary and Ceylon, in 1877 with that of the Straits Settlements, in 1882 with the port Post Offices in China, and in 1885 with the Post Office of Great Britain and with those of Victoria, Cape Colony, the West Indies, Gibraltar, and Malta.

In 1877 the Department undertook to collect from the addressee the declared value of a parcel and to transmit it to the sender. The extent of the advantage secured to traders and their customers by the value-payable parcel system is shown by the following figures. In 1885-86, less than ten years after its introduction, the number of value-payable parcels carried was 436,115, the declared value for realization was R45,32,803, and the commission earned was R85,530.

In England no letter or parcel can be insured for a sum in excess of £10; since 1878 insurances may be effected in India up to any amount at a commission originally fixed at ½ per cent., but shortly afterwards reduced to ¼ per cent. The gross value of articles insured in Indian Post Offices amounted in a single year to upwards of 7 crores of rupees.

The total number of letters, newspapers, parcels, &c., given out for delivery has increased from 33,286,000 in 1855-56 to 243,083,000 in 1885-86.

Great facilities have also been afforded by the Department for the use of the telegraph. In 1883 all Post Offices were constituted receiving offices for the transmission of inland telegrams by post to the nearest Telegraph Office, and in 1884 telegraph work was undertaken by the Post Office staff. Consequently the Telegraph Department has been able to increase the number of its offices, and the large number of Telegraph Offices are now Post and Telegraph Offices worked by the employés of the Post Office. In 1885-86 the number of messages transmitted by receiving offices was 29,876, and the number of messages signalled by combined Post and Telegraph Offices was 340,040.

Apart from purely postal work and the carriage of parcels, the Department undertakes other services for the public, which entail on its subordinate officers considerable responsibility and expose them to serious temptation.

In 1862 the Government of India sanctioned the issue of money orders by Treasury Officers who drew upon other Treasuries. In 1880 this business was transferred to the Post Offices with the result that within a few months the number of orders issued was quadrupled. Improvements were effected in the system, and, as it is now worked, no greater convenience is afforded to the public in any other country. A person desirous of transmitting money by money order enters in a form and counterfoil his name and address, the name and address of the payee and the amount for which the order is to be drawn. The receiving office transmits the order to the place where payment is to be made with an authority to the Post Office at that place to make the payment. The amount is tendered by a postman to the payee at his residence, and, if he accepts it, his signature admitting the payment is taken on the form and counterfoil, and the counterfoil is returned by the Post Office to the sender. The number of money orders issued has increased from 1,604,174 of the aggregate value of R4,57,08,580 in 1880-81 to 4,163,078 of the aggregate value of R9,38,27,375 in 1885-86. The Director General reports that the poorer classes largely avail themselves of the money order system, and that more than 57 per cent. of the orders are issued for amounts not exceeding R10.

In 1884 the Post Office undertook to transmit inland orders for the payment of money by telegraph. In the year 1885-86 telegraphic money orders were issued to the number of 12,490 and of the aggregate value of ₹8,34,371.

A still more valuable adaptation of the inland money order system remains to be noticed. It is well known that the exertions of Revenue Collectors have failed to prevent altogether the exaction by the subordinate agents engaged in the collection of the revenue of small sums as speed money. It is also well known that, notwithstanding legislative prohibition, illegal cesses are in some instances extorted from rayats, and that rent-collectors occasionally insist on the payment of sums in excess of the rent for their own benefit. Again in contested suits for rent the dispute frequently turns on the questions as to the amount actually paid by the rayat, or the instalment in respect of which the payment was made. Where a rayat can neither read nor write, the receipt on which the legislature insists for his protection cannot safely be regarded as conclusive evidence of its contents. To remedy these evils Section 54 of the Bengal Tenancy Act (VIII of 1885) contains the following provision: "The Local Government may from time to time make rules either generally or for any specified local area authorizing a tenant to pay his rent by postal money order."

In the year 1884 Pandit Salig Ram, then Postmaster of Gorakhpur and a member of a family holding a considerable estate in land, obtained permission from Mr. Kennedy, the Collector of Gorakhpur, to introduce tentatively a system enabling landholders to pay their land revenue by money orders.

The experiment succeeded; and on the results being reported to the Director General and to the Government of the North-Western Provinces a more extensive trial of the system was sanctioned for a period of 6 months, and eventually it was permanently adopted. Throughout the North-West Provinces and Oudh payments of revenue in sums at present limited to ₹50 may now be made by money order prepared in a special form so as to afford to the Revenue authorities all necessary information. The returns for 1886-87 show to what extent the revenue-payers appreciate this benefit. In the Districts of Azimghar, Ballia, Basti, Benares, Ghazipur, Gorakhpur and Mirzapur, where it was in force throughout the year, the number of orders issued was 49,235 of the aggregate value of ₹8,13,313-9-2. The system has now been adopted in the Lower Provinces of Bengal.

The success of the scheme for the payment of land revenue by money order encouraged Pandit Salig Ram to recommend the issue of money orders in a special form for the payment of rent by tenants to landlords. The order shows on its face not only the name of the sender and the payee, but the name of the village or *mahal* in which the holding is situated, and the *kist* or period for which the payment is made. The system was with the approval of the Local Government introduced throughout the North-West Provinces and Oudh in March of the present year. In the month of April 2,368 orders were issued, aggregating in value ₹33,019-14-11.

It will be seen that while the revenue money order protects the revenue-payer from demands on the part of the *Amlah*, the rent money order not only protects the tenant from the exaction of illegal cesses and unauthorized fees to rent-collectors, but prevents the allocation of a payment made by him to wipe out an arrear of which the recovery has become barred by limitation, and affords almost conclusive proof of the amount paid and of the *kist* in respect of which the payment was made.

With regard to Foreign money orders the Department has arranged for their exchange with the principal commercial countries of the world.

Since October 1884 British Postal orders, of values ranging from one shilling to one pound, can be procured from the Indian Post Offices; and for the benefit of British troops arrangements have been made for their sale by regimental vendors.

In 1870 Governments Savings Banks were established in connection with District Treasuries. In 1882 sanction was accorded for the opening of Savings Banks at Post Offices, and for three years the old and new Banks worked side by side. But during this period the popularity of the Post Office Savings Banks became so manifest that the closure of the Treasury Savings Banks was ordered. In 1882-83 the number of depositors in Postal Savings Banks was 39,121, and the amount at their credit ₹27,96,796; in 1885-86 the number of depositors had increased to 155,009, and the amount at their credit to ₹2,25,45,890.

In addition to other financial business transacted for the public, the Post Office also undertook, up to April 1st, 1886, the purchase and sale of Government Promissory Notes and the transference of Government securities to the Comptroller General for custody on behalf of any person. But since that date the privilege has been limited to *bonâ fide* depositors in the

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Savings Banks, and the amount invested for any one depositor must not exceed R1,000 in one year, nor R3,000 in all.

When the Post Office was first established its agency was largely utilized, as the Director General mentions, for such purposes as the laying of palanquins, dáks for travellers, the management of staging bungalows, the carriage of goods by bullock train, and the conveyance of passengers by mail cart or parcel van. The extension of the railway system has to a great extent obviated the necessity for such arrangements, and after 1863-64 the Department withdrew from the management of travellers' dáks and bungalows, but it still maintains a carriage dák and bullock train between Umballa and Simla.

In 1884, with a view of encouraging providence among the officers of the Department, the Director General obtained sanction for the introduction of a scheme of life assurance, whereby an officer of the Postal Service is enabled to obtain a policy for a sum not exceeding R4,000 on the security of Government. At the close of 1886 the number of policies issued was 674, and the amount insured R8,47,475. The officers of no other Department of the public service as yet enjoy this privilege.

In order to extend its proper business, and to undertake the conduct of the other branches of business before mentioned, the limitations imposed on the Department by the budget grants have constrained the several Directors General to observe rigid economy in the strength of postal establishments, and to minimize the work imposed on its officers, so far as this was possible without sacrificing efficiency and such precautions as are indispensable for the prevention of fraud; while the employment of a large agency on low salaries necessitated the issue of very specific instructions for its guidance, and the institution of a system by which its work can be carefully checked; continuous efforts have therefore been made to reduce clerical labour to a minimum, and rules, returns and forms have constantly undergone revision with a view to their simplification.

To show to what extent the efforts of the controlling authorities have been successful in this direction, it may be mentioned that while the number of letters and newspapers alone transmitted by post has increased since 1855-56 in the ratio of 711 to 100, the revenue derived from private correspondence and newspapers has increased only in the ratio of 559 to 100, and the cost of establishment for all branches of work undertaken by the Department in the ratio of 320 to 100. It may also be mentioned that the Savings Banks are conducted free of charge, that no charge is made to the Telegraph Department for the accommodation afforded to it, and that, although with a view to check an unnecessary employment of the Post Office for official correspondence, service postage is levied, the rates charged are far below those charged to the public.

The control of the Department involves the disposal of a multiplicity of references respecting establishments, appointments, leave, pensions, allowances, losses and frauds, punishments and appeals, money order cases, savings bank cases, statistics, life insurance, &c., while the operations of the Department outside British India necessitate a close attention to all changes in Foreign Postal Rules, correspondence with the Postal Departments of foreign countries and correspondence in connection with the quarantine regulations at foreign ports, the maintenance of British Indian Post Offices in foreign territory, and postal Conventions or other postal arrangements with feudatory States.

The organization of the Department is as follows. The Director General supervises and controls the whole postal administration, prescribes rules for the conduct of business, and corresponds with the Government of India, with Foreign Postal Departments, with Political officers and the Darbárs of feudatory States. His duties will be shown more in detail in explaining the distribution of the work among the staff at head-quarters which is carried on under his instructions.

The Director General is appointed by the Government of India. The substantive appointment has always been conferred on a member of the Covenanted Civil Service, and no suggestion has been made that this practice should be departed from.

The staff at head-quarters consists of the Deputy Director General and the First, Second, and Third Assistant Directors General.

Of these officers, one has charge of what is known as the "technical branch" of the Director General's office. It may here be mentioned that the Post Office publishes a Manual of Rules and Orders for the guidance of its subordinates. This publication now extends to four volumes. The 1st and 2nd volumes contain the rules and orders relating to the several Departments of a Post Office, *viz.*, Mail, Sorting, Delivery, Sub-account Registration, Parcel, Money Order, Savings Bank and Cash. The 3rd volume deals with the duties of supervising officers, Superintendents and Inspectors, Examiners of Accounts, Managers of Dead Letter Offices, and officers of the Stock Depôt. The 4th volume contains the rules and orders

prescribed for the Railway Mail Service. Rules for the Passenger Service an dthe Bullock Train are published separately. It is the duty of the officer in charge of the technical branch to conduct correspondence relating to the Manual, to deal with suggestions for the alterations of rules, and to dispose of inquiries respecting their interpretation, to frame any new rules which may be required when new classes of business are undertaken, or the necessity for fresh checks against fraud or error is manifested, and from time to time to recast and simplify the rules. He undertakes also the preparation of all departmental books, forms, and returns, and their revision with a view to economise labor. He supervises the publication quarterly of alphabetical lists of Post Offices and classified lists of Postal officers.

He is responsible for postal exchanges with Native States, and arranges the terms of the Conventions and the detailed regulations under which some of these exchanges are worked.

The duties of another of these officers relate to the revisions of and additions to establishments, appointments, leave, pensions, examination of diaries and travelling allowance bills, money order cases, savings bank cases, telegraphs, the provision of funds, the preparation of statistics, the district posts, the life insurance business, and miscellaneous correspondence.

A third is employed in the Foreign Posts branch. He deals with the correspondence with foreign countries relating to exchanges of mails, money orders and parcels, accounts and statistics; he keeps the Foreign Post Hand-book up to date, issues instructions to the officers of the Department as to the procedure to be followed when changes are necessitated by alterations in the rules of Foreign Postal Departments, and with him rests the disposal of all questions arising out of the transactions of the Indian Post Office with the offices of foreign countries. To his Department appertain the making of mail steamer contracts, the arrangements of steamer time-tables, and the enforcement of penalties when the conditions of steamer contracts are violated. The Indian Postal Guide and Mail Steamer Calendar are published under his supervision. He has in addition to deal with all indents and invoices of stores, and with the provision and distribution of the supply of postage stamps; and he also disposes of all questions relating to the correspondence of British soldiers and seamen and of Native sepoys.

The fourth and by no means the least important branch of the Director General's office is that which is concerned with the direct administration of the great arteries of postal communication, the railway mail lines and the principal sorting establishments. The Deputy or Assistant Director General, who is placed in charge of this branch, is styled the Inspector General of the Railway Mail Service. His duties are to make arrangements for the conveyance of mails by rail, the receipt, sorting and delivery of mail letters, parcels, &c., during transit, to regulate and check charges for haulage and other services rendered by the Railway Companies, and generally to dispose of all questions relating to the railway mail service, for which purpose he is invested with the powers of a Postmaster General. The staff of the Railway Mail Service over which he presides comprises 52 Superintendents and Assistant Superintendents and 1,289 sorters; there are 65 stationary sorting offices, 160 sorting sections; the length of rail over which the service is performed is 11,266 miles, and the mileage travelled daily upwards of 38,000 miles.

The Deputy Director General is appointed by the Government of India on the nomination of the Director General. The Director General states that the office is conferred alternately on a Covenanted Civilian and an Uncovenanted officer of the Department. The present incumbent is a Covenanted Civilian, but an Uncovenanted officer, a European, is officiating in the appointment. The salary of the office is R1,750—2,000 if it be held by a Postmaster General of the first grade, and R1,500—1,750 if it be held by a Postmaster General of the second grade.

The First Assistant Director General is appointed by the Government of India on the nomination of the Director General. The Second and Third Assistant Directors General are appointed by the Director General.

The salary of the First Assistant Director General is R1,000—1,400. The salaries of the Second and Third Directors General are R750—1,000 and R700 respectively. The present holders of these appointments are Europeans.

There are three chief appointments in the Accounts branch of the Post Office. The Comptroller is appointed by the Government of India on the nomination of the Director General. The office carries a salary of R800—1,200, and is at present held by a European. The Deputy Comptroller and the Assistant Comptroller are appointed by the Director General. The Deputy Comptroller, a Hindu, receives a salary of R700 and a local allowance of R200. The Assistant Comptroller, a European, receives a salary of R500—600. It is noticeable that no European who is not a Statutory Native is employed in the subordinate posts in this branch of the

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Department. Of 454 appointments, 46 are held by Statutory Natives and 408 by Natives of Asiatic race.

Presidency Postmasters are appointed by the Government of India on the nomination of the Director General. Two receive salaries of ₹600—1,000 and one a salary of ₹600—900. Two are domiciled Europeans, and the third is a Eurasian.

For the direct administration of postal establishments and mail lines situated beyond the limits of the Presidency towns (other than those appertaining to the railway mail service) India is divided into fourteen Circles, of which five—Bengal, Madras, Bombay, the North-West Provinces and the Punjab—are placed under the charge of Postmasters General; and nine, *viz.*, the Central Provinces, Burma, Assam, Sind with Beluchistan, Rajputana, Central India, Oudh, Behar and Eastern Bengal, under the charge of Deputy Postmasters General. The duties of Postmasters General are mentioned in some detail in the notes and evidence to which reference will be made hereafter. With the exception that the areas of their charges are smaller, the duties of Deputy Postmasters General differ in no respect from those of Postmasters General, and they enjoy the same powers except that the Deputy Postmasters General of Oudh, Behar and Eastern Bengal do not correspond directly with the Local Governments but through the Postmasters General of the North-West Provinces and Bengal respectively. Postmasters General are appointed by the Government of India. The Director General states that "Postmaster Generalships ordinarily belong to the Covenanted Civil Service," but he adds that "one of the five appointments has until lately always been bestowed on an Uncovenanted Postal officer," and that "since the year 1881 a Native by race and blood has been employed in another Postmaster Generalship." Mr. Bishen Chandra Dutt, the Acting Deputy Postmaster General of Behar, asserts that since the reorganization of the Department in 1854 the history of the Post Office shows that the appointments of Postmaster General have been mostly held by Uncovenanted and Military officers. Mr. Ham states that since 1865 the Punjab Circle has always been held by a Military officer with the exception of a period of 5 months, and that since 1869 the North-West Circle had up to the end of 1886 been held, with the exception of a period of 8 months in 1874, continuously by an Uncovenanted officer. No appointments in this Department other than those of Director General, Deputy Director General and Postmaster General are conferred on members of the Covenanted Civil Service.

On the occasion of a recent vacancy in the North-West Provinces Circle the Government of India resolved that the appointment should be conferred on a Native of Asiatic race, and it is asserted that the nomination by the Director General of an Uncovenanted officer was set aside and a Covenanted Civilian of seven years' standing appointed because he fulfilled this condition. The officer is a Parsi who had earned a good reputation as an executive officer. Objection has nevertheless been taken to the appointment by an independent Native witness as well as by officers of the Department. It is claimed that the six appointments next to that of Director General or at least three of them should be reserved as prizes for the Postal Service.

The senior Postmaster General, at present a Military officer, enjoys a salary of ₹1,750—2,000. The other Postmasters General are now Covenanted Civilians. The sanctioned salary of these four appointments is ₹1,500—1,750, but Mr. Badshah, in consequence of his standing in the Covenanted Service, receives only ₹1,100.

Deputy Postmasters General are appointed by the Director General by the selection of the most qualified officers of the Department. The salary of the senior Deputy Postmaster General is ₹750—1,000; the salaries of the others are ₹700. The substantive appointments are at present held by Europeans, of whom three are domiciled. A Native officer, Mr. Bishen Chandra Dutt, is now officiating in one of the largest Circles in charge of officers of this class. Rai Salig Ram Bahadur resigned the Deputy Postmaster Generalship of Oudh, as he preferred to reside at Agra. For a like reason Khán Bahádur Kharsedji Palanji declined the Deputy Postmaster Generalship in Sind, and Rái Sunder Lal Bahadur, who has expressed his willingness to go wherever he may be required in the interests of the service, and has held the Deputy Postmaster Generalship of Burma, has declined on three occasions the charge of Circles, preferring, if a choice is given him, to remain in his own country. He was appointed in the present year to officiate as Deputy Postmaster General of the Oudh Circle.

The supervising staff subordinate to the heads of Circles are Superintendents and Inspectors. Of the Superintendents a certain number are employed at the head-quarters of each Circle as Examiners of Accounts and to check parcel receipts and other vouchers and documents which are forwarded to them weekly from all Post Offices in their respective Circles. But the principal duty of this class of officers is to supervise postal lines and the work of officers employed in the Post Offices. For this purpose the Circle is divided into Divisions, each of which is placed in charge of a Superintendent. All the Post Offices (except those which being in

charge of independent Postmasters are under the direct control of the Postmaster General) and all the mail lines are under the supervision and control of the Superintendent, and the establishments attached to them are directly under his orders. It is his duty to see that the service is performed with care and punctuality and that the prescribed rules and orders are observed. When new kinds of business are introduced, or modifications adopted in the existing system, he is required to instruct the officers in charge of the larger Post Offices and the Inspectors in the changes necessitated. It is also his duty to investigate all cases of loss, theft, fraud or the like, and to conduct criminal prosecutions in Post Office cases.

Superintendents are required either before or after appointment to pass an examination in accounts, in the rules for the guidance of the public contained in the Postal Guide, and in the regulations of the Department prescribed in the Postal Manual. A Superindendent, who must usually be one of the senior Superintendents of the Circle, is retained at head-quarters as "Personal Assistant to the Postmaster General." He undertakes special investigations in cases where the area of investigation extends over more than one division. He may be deputed to any part of the Circle to make special inquiries or to relieve another Superintendent, and when not so employed he is available for any work which the Postmaster General may think fit to confide to him.

Inspectors are ordinarily subordinate directly to the Superintendent of the Division, and as his Assistants discharge such duties as he may from time to time entrust to them. Minor Post Offices and unimportant main lines may be placed under the charge of an Inspector, but this will not relieve the Superintendent of personal responsibility for the efficient working of the whole Division. In minor Circles where there are few or no Superintendents Inspectors are sometimes placed in charge of Divisions and report directly to the Deputy Postmaster General.

At the date when the return was prepared there were 18 Superintendents of the 1st grade on salaries of ₹400—500. Of these four were non-domiciled Europeans, ten were domiciled Europeans, two were Eurasians, one was a Hindu, and one was a Parsi. There were 28 Superintendents of the 2nd grade on salaries of ₹300—400. Of these nine were non-domiciled Europeans, seven were domiciled Europeans, three were Eurasians, six were Hindus, and three were Parsis. Of 31 Superintendents of the 3rd grade on salaries of ₹250, three were non-domiciled Europeans, sixteen were domiciled Europeans, one was a Eurasian, nine were Hindus, one was a Mahomedan, and one was a Parsi. Of 43 Superintendents in the 4th grade on salaries of ₹200, six were non-domiciled Europeans, twenty-one were domiciled Europeans, two were Eurasians, twelve were Hindus, one was a Mahomedan, and one was a Native Christian.

For the post of Superintendent, heads of Circles select the most qualified of the officers of the Circle, and submit their names to the Director General for approval: the approved candidates are required to pass the prescribed examination, and when a vacancy occurs, an officer who has passed the examination receives the appointment. It was for some years the practice to bring into the Department young men to recruit the Superintendent's grade after they had undergone a certain probation, and if the service were, as has been suggested, to be organized in two divisions—a higher and lower service—it has been proposed that the line should be drawn so as to include in the higher service Superintendentships and some of the higher grade Postmasterships. It will therefore be convenient to mention in this place what rules regarding race regulate appointments. The orders of 1879 requiring the special sanction of the Government of India to the appointment of any person other than a Statutory Native to any post carrying a salary of ₹200 and upwards apply to the Postal Department with the exception of certain appointments, namely, those in the Sea Postal Service, the Postmastership at Aden and six Superintendentships. In circulating the order of 1879 the then Director General, Mr. Monteath, intimated that the prohibition of the appointment of Europeans to offices carrying salaries of ₹200 and upwards made it obviously inexpedient, except under special circumstances, to appoint them to the inferior grades with prospects so limited. The Postmaster General of Bengal observes that since that date appointments in the Department have been practically limited to Natives of India as defined in the Statute, and he mentions that under a departmental rule the certificate of health and age submitted with an officer's first pay bill must also contain a certificate that the officer is a Native of India: and that so far as he has been able to ascertain, only in four instances has the appointment of a European been sanctioned in the seven Circles which he represented on the Sub-Committee. Under a rule issued in 1875 no person may, without the special sanction of the Director General, be appointed an Inspector, who is not a Native of India of Asiatic race. The Postmaster General of Bengal reports that this sanction has not been given except to an appointment in a tea-planting district.

Of 10 Inspectors on ₹150, one is a domiciled European, five are Eurasians, three are Hindus, and one is an Asiatic of another creed. Of 47 Inspectors and two Supernumeraries on

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₹100, two are domiciled Europeans, three are Eurasians, thirty-eight are Hindus, four are Mahomedans, and one is an Asiatic of another creed. One of these appointments is vacant.

There is a large number of Inspectors whose salaries do not amount to ₹100.

Mail officers in the Sea Postal Service are graded with Superintendents. Seven officers in this branch receiving salaries of from ₹100 to ₹300 are Europeans, and two of these seven are domiciled in India.

Post Offices beyond the limits of Presidency towns are of three classes—Head Post Offices, Sub-Post Offices, and Branch Post Offices. The object of this division is the simplification of accounts.

Of Head offices some are and some are not disbursing offices. A Head office is the central office of account for itself and all the Branch and Sub-offices in account with it. It incorporates in its own accounts all the money received in and paid out of Sub-offices and Branch offices, and renders an account weekly to the Comptroller of its own transactions and of those of the offices in account with it.

A Disbursing Head office is always situated at a station where there is a District Treasury. It pays into the treasury surplus collections and draws from the treasury on letters of credit issued by the Comptoller funds required to meet payments. A Disbursing Postmaster accounts to the Comptroller for all transactions of the Disbursing office with the District Treasury, and also for all transactions of the Head and Sub-offices in the District with the sub-treasuries. He prepares contingent bills and bills for the salaries of the establishments of the Disbursing office and of the Post Offices and mail lines within his jurisdiction and provides for their payment.

A Sub-office is an office in account with one or more Head offices and submits its accounts daily. Except that he has no direct relations with the Comptroller, and that all unpaid articles for delivery must pass through the Head office which is accountable for the amount to be recovered, there is no difference in the work of an officer in charge of a Sub-office and that of a Postmaster of a Head office.

A Branch office is a part of the office with which it is in account, and which may be either a Head office or a Sub-office; its Postmaster is subordinate to the Postmaster of that office. No money orders are paid by Branch Post Offices.

Some Postmasters who are termed independent Postmasters are not placed under Superintendents but are directly subordinate to the head of the Circle. Superintendents are, however, allowed access to certain documents in their offices to check the accounts and returns of minor offices. The Postmasters in charge of the larger Disbursing offices are ordinarily independent. A large number of Postmasters at commercial centres, military and hill stations and in foreign territory, are of European parentage. At such places the Post Office is generally a large one, and the cost of living is more expensive than in the smaller towns.

The Postmasters at Allahabad, Simla, and Lahore, and the Deputy Postmaster at Bombay receive salaries of ₹400—500. The Postmaster at Simla is a domiciled European, at Allahabad a Parsi, and at Lahore a Mahomedan; the Deputy Postmaster at Bombay is a non-domiciled European.

The Postmaster at Rangoon, a Eurasian, receives ₹350—450.

The Postmasters at Poona, Umballa, Delhi and Cawnpore, of whom two are domiciled Europeans and two are Eurasians, receive ₹300—400, as do also the Deputy Postmaster at Calcutta and the Assistant Postmaster at Bombay who are Eurasians.

The salary of the Postmaster at Karáchi, a domiciled European, is ₹300—350, and of the Postmaster at Aden, also a domiciled European, ₹300. The Postmasters at Hyderabad, Ahmedabad, Agra, Amritsar, Rawalpindi, Nagpur, Jubbulpore and Lucknow receive ₹250—300. Of these five are domiciled Europeans, one is a Eurasian, one is a Hindu, and one is a Mahomedan.

The salary of the Postmaster of Maulmein, a Mahomedan, is ₹250; the salaries of the Postmasters of Bangalore, Meerut, Peshawar, Bankipore, Dacca, Ajmere and of the Deputy Postmaster of Rangoon are ₹200—250. Of these officers two are domiciled Europeans, four are Eurasians, and one is a Hindu. The Postmasters of Howrah, Darjeeling, Mussoorie, Naini Tal and Mandalay receive ₹200. Of these officers one is a Hindu, two are domiciled Europeans, and two are Eurasians. The Postmasters of Burdwan, Burrisal, Cuttack, Trichinopoly, Coconada, Ootacamund, Madura, Surat, Belgaum, Rajkote, Benares, Saháranpur, Jhansi, Bareilly, Gorakhpur, Moradabad, Ghazipur, Mirzapur, Aligarh, Benares, Multan, Ludhiana, Ferozepur, Murri, Gya, Mozufferpur, Arrah, Fyzabad, and Indore, and the Deputy Postmaster of Madras receive ₹150—200. Of these officers one is a European, five are domiciled Europeans, seven are Eurasians, fifteen are Hindus, and one is a Parsi.

Of 18 Postmasters and four Deputy Postmasters on ₹150, three are domiciled Europeans, six are Eurasians, twelve are Hindus, and one is a Mahomedan. One Postmaster on ₹140 is a Mahomedan.

Of 39 Postmasters and two Deputy Postmasters on ₹100—140, three are domiciled Europeans, eleven are Eurasians, twenty-five are Hindus, one is a Mahomedan, and one is an Asiatic of another creed. Of 73 Postmasters, three Sub-Postmasters, four Deputy Postmasters, and one Assistant Postmaster on ₹100, eight are domiciled Europeans, twelve are Eurasians, fifty are Hindus, five are Mahomedans, and six are Asiatics of some other creed.

There are eight Managers of Dead Letter offices, of whom two Hindus receive ₹300—400, two Hindus and one Eurasian ₹200—250, a Parsi ₹150, a domiciled European ₹100—140, and a Hindu ₹100.

The Department maintains a workshop at Aligarh which was formerly under the charge of the Civil Surgeon of the station. It is now supervised by an officer of the Department, a Hindu, on a salary of ₹400—500.

There are also other appointments carrying substantial salaries held by Asiatics. Thus in the Comptroller's office the Chief Superintendent, a Hindu, enjoys a salary of ₹350—450, and seven out of ten Superintendents are Hindus on salaries of ₹200—250 or ₹150—200. The Superintendent of the office of the Inspector General, Railway Mail Service, is a Hindu on a salary of ₹300—400. In brief out of 522 appointments carrying salaries of ₹100 and upwards, only 46 are held by non-domiciled Europeans, 126 are held by domiciled Europeans, 86 by Eurasians, and 264 by Natives of Asiatic parentage, while the offices carrying salaries below ₹100 are almost entirely filled by Natives. The number of persons employed in the Department amounts to nearly 40,000. It may be mentioned that the Postmasters of many of the smaller offices receive salaries of less than ₹20. From a return prepared in 1885 it appeared that out of 6,304 Postmasters employed in that year only 450 drew a salary in excess of ₹40. The duties are not unfrequently undertaken by schoolmasters, shopkeepers and other persons whose whole time is not occupied in postal work.

With respect to patronage the Director General states that the policy of the Department is to leave as far as possible to officers who are directly responsible for the working of the office concerned the selection of their subordinates: thus Divisional Superintendents and the better paid Postmasters appoint their own subordinates to posts with salaries not exceeding ₹30, and nominate for posts with salaries not exceeding ₹100; Presidency Postmasters appoint their subordinates to posts carrying salaries not exceeding ₹100, and nominate for the higher appointments; Heads of Postal Circles appoint to posts carrying salaries of less than ₹200 and nominate for the higher paid offices in their Circles.

Appointments are generally made to the lowest grades, and promotion is regulated in part by seniority and in part by the qualifications which an officer shows himself to possess for special or supervisional work. Europeans and Eurasians being unable to maintain themselves on the small salaries paid in the lowest grades of the service receive their first appointments to higher paid posts than are usually given to Natives. The latter complain that the European and Eurasian thus arrive sooner at the Superintendents' grade and are naturally more energetic than Natives who have spent many years in the lower grades: they also complain that the practice of appointing Natives only to the lowest grades on first appointment operates to debar Natives of good education from seeking service in the Department.

Promotion is not made from a general list, but a separate list is maintained for each important Circle, while the minor Circles are treated as one Circle styled the India Circle for the purposes of promotion. This system appears to be preferred by the majority of the Native officers, as it avoids the necessity for frequent transfers to which they are more averse than Europeans or Eurasians, and which cause them greater inconvenience. It has the advantage that the head of the Circle is in a better position to judge of the relative merits of the officers of his Circle than the Director General is to judge of the relative merits of officers whose work does not come directly under his notice. On the other hand, the rate of promotion from time to time varies in different Circles, and the course of promotion is disturbed if transfers are made from one Circle to another, but the Director General states that the Postmasters of minor Post Offices are never, and the Postmasters of more important officers are seldom, transferred; and that transfers are becoming more and more rare in the case of Superintendents. Officers of the Bombay Circle complain of the effect of the rule which grades Mail officers with the Superintendents of that Circle, inasmuch as the transfer of Mail officers to appointments on shore interferes with the promotion of officers in the ordinary service. While admitting that it would be unreasonable to require Mail officers to remain at sea for the whole of their service,

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they urge that these officers should either be promoted into the Railway Mail Service, with which their duties are analogous, or that when promoted they should receive appointments in each of the Postal Circles in turn.

The conditions of service as regards pay, pension, furlough in the case of the Uncovenanted officers of the Department, are regulated by Chapter VII of the Pay and Acting Allowance Code, Chapter X of the Civil Leave Code, and Chapter IX of the Civil Pension Code. Three European officers of the Department having held before January 1872 appointments entered in Schedule A. of the Civil Leave Code are under Chapter I, Section I, Clause (*c*), entitled to the more favorable rules contained in Chapter V of the Code. The officers of the Department complain of the paucity of appointments which entitle them to the benefit of the maximum pension allowed to the Uncovenanted Service.

The description of the business conducted by the Department and of the duties of the principal officers in connection with its transactions sufficiently indicates the technical knowledge and the mental and moral qualities required for efficient service in the several grades.

As to the classes who seek employment in the Department, the Director General observes that it is recruited from a different and in some sense an inferior class of men to that from which other Departments draw their employés: that the Post Office requires a steady, plodding, careful man who, besides attending to accounts and supervising his subordinates, will implicitly carry out the numerous and troublesome rules of the Department, who is not above cording and sealing bags, stamping money-orders or handling parcels, who will not grumble at night-work or resent the absence of holidays; that steady application rather than high educational attainments are required of a Postmaster; and that as nothing but actual experience in practical work can establish the existence of these qualifications, it is best on the whole to look to proved merit rather than to examinations as the test of capacity to fill the great majority of the appointments. The necessity for proving the possession of the qualities required by service in the inferior grades, the arduous nature of the duties attaching to it, and the limited prospects of promotion within a few years to posts carrying substantial emoluments sufficiently explain why the service is unattractive to highly educated Natives; but the nature of the duties to be discharged in the higher appointments has led several of the witnesses to suggest that it is desirable to attract to the Department at least some candidates of better educational qualifications and superior intelligence than can be obtained under the existing practice. As to the comparative merits of the several races who seek employment in the Department, the Director General observes that since the issue of the order of 1879 the recruitment is practically limited to domiciled Europeans and Eurasians and Natives; that ordinarily the Native is specially qualified for sedentary occupation, while the Eurasian and European are better fitted for work of a more active character; that a Native is trustworthy in money matters, obedient to rule, exacts hard-work from his subordinates, rarely objects to long office hours, is not addicted to exercise, and if employed near his home will work for a small salary; and that he therefore usually makes a good Postmaster. He considers that the duties of an Inspector, who is required to visit minor offices in the interior of districts and to supervise the working of village postmen, are usually discharged by Natives more efficiently than by domiciled Europeans or Eurasians. On the other hand, he mentions that to fill the position of Divisional Superintendent which entails duties of inspection and supervision, Heads of Postal Circles exhibit a preference for Europeans; and he observes that in times of war and other similar emergencies it is on the European Superintendent that the Department has mainly to rely.

The Director General entertains a strong opinion that Covenanted Civilians should ordinarily be appointed to the offices of Postmasters General; his reasons being that the importance of the office requires the best men that can be procured, and that a picked Covenanted Civilian is nearly always superior in intellectual and practical ability to the best officers that can be obtained in the Uncovenanted Service; he admits that occasionally as Uncovenanted Postal officer may be found whose qualifications are equal, or even superior, to those of a selected Covenanted Civilian, and in such cases he would, for the encouragement of the Postal Service, give a preference to the Uncovenanted officer. He observes that a Postmaster General must possess in a high degree individual energy and capacity for work; and that unlike many other officers he has no efficient subordinate agency capable of rendering him assistance in matters of importance. He expresses his concurrence with the views of Mr. Kisch, the Postmaster General of Bengal, that the knowledge of the general administration of the country, of the working of the Courts, of the law of evidence, and of the requirements of the public in civilized countries, that every Covenanted Civilian possesses, is a better qualification for a useful Postmaster General than practical experience in arranging a Post Office or a railway mail service section. He also claims it as an advantage of this plan that a Covenanted Civilian

can be retransferred to an ordinary executive appointment if experience proves him unfit for postal administration, while the services of an inefficient Uncovenanted Postmaster General cannot be dispensed with until he attains the age for superannuation. The Director General deprecates any change in the rules for recruiting the grades below that of Postmaster General. He maintains that selection by those responsible for the work is preferable to competition, and is the plan adopted by those who conduct commercial undertakings. But if public competition is adopted for admission to other Departments, he states he would not oppose, though he would not advise, its extension to the Post Office for appointments carrying salaries of not less than ₹100, but with this proviso that candidates must thoroughly accept liability to serve in any place within or without British India where the Department may be required to make postal arrangements. He also insists that the discretion of the Director General should be unfettered in choosing from the ranks of the Department the best men available to fill the higher and more important posts, and that no officer should be allowed to claim a prize appointment by any title save that of merit as adjudged by the head of the Department.

Eleven witnesses were examined by the Sub-Committee at Calcutta.

The first witness who presented himself was Babu Moti Lal Ghose, joint Editor of the *Amrita Bazar Patrika*. This witness called attention to Rule 732 in the Postal Manual, which prescribes that no person other than a Native of India can be appointed to any office in the Postal Department. In this rule the term Native of India applies not only to Asiatics but also to the persons included in the term by 33 Vic., Cap 3, Section 6. The witness complained that the rule had been violated by the appointment of Mr. Kisch to the Postmaster Generalship of Bengal. He next called attention to the circumstance that of the twenty-five principal appointments in the Department only two are held by Natives, and one of the two by a Native Covenanted Civilian who, he considered, should on that account have been debarred from an appointment in the Department. He further observed that in the higher subordinate service 178 appointments are held by Europeans and only 77 by Natives. But he admitted that in contrasting the position of Natives and Europeans in the Department he had applied the term European to those classes who were included in the Statutory definition as Natives, and had not confined it to non-domiciled Europeans. He maintained that Natives could be found who are quite qualified to fill all the higher posts in the Department. He asserted that Mr. Riddell, the first Director General, had tried European officers in the higher appointments and had found them wanting, and had had to obtain the assistance of Natives, with whose help he had organized the Department. He asserted that Mr. Monteath and Mr. Hogg had adopted a different policy and had introduced Europeans into the Department. He mentioned that Europeans whose names he gave had obtained their appointments owing to their relationship to or connection with some of the superior officers in the Department. He also asserted that undue preference had been shown to Europeans in making promotions, and that the meritorious services of Native officers had been disregarded. He quoted instances which, he alleged, supported the charges he made. He maintained that the majority of the European Superintendents are men of little education, and that many of them are ignorant of the vernacular of the districts in which they are employed, and are consequently unable to discharge their functions properly, and he asserted that, owing to the difficulty which Europeans experience in travelling in some parts of the interior of the country, many Post Offices are left without inspection. He stated that he had received information that the rule which required that gazetted officers drawing salaries of ₹200 and upwards should be appointed by the Director General is in practice not observed, and that appointments were practically made by the Postmasters General. He considered that the powers of nominating and transferring gazetted officers should not be given to the Postmaster General, for the reason that Superintendents and Examiners come into direct contact with him, and that he is therefore likely to be prejudiced for or against them. He insisted that promotion should be made by the Director General absolutely of his own motion as well as the appointment of Superintendents to Divisions. He asserted that the Rule 861 of the Manual, which directed that Personal Assistants should usually be selected from the senior Superintendents of the Circle, had been disregarded, and lastly, he gave it as his opinion that the method of recruitment best suited for the Department would be competition open to all without exception.

Babu Wooma Churn Dass, Deputy Comptroller of the Post Office, stated that he entered the public service in 1866 and joined the Postal Department in 1878 as Chief Superintendent in the Accounts branch, and that during his service in the latter Department he had never been superseded. He mentioned that he had himself held the post of Assistant Comptroller, and that he saw no reason why the appointment of Comptroller should not be conferred on a Native. He explained that the Comptroller's office in Calcutta examined the accounts

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of the whole Indian Postal Department from Zanzibar to the confines of Assam and up to Mandalay; that no one who had not passed the Entrance examination of the University is admitted to the Accounts branch; and that the appointments are made by the Comptroller from persons who had previously served an apprenticeship in the Department. He stated that the appointment of a Native Covenanted Civilian to the Postmaster Generalship in the North-Western Provinces had given rise to much dissatisfaction and discontent.

Babu Surjya Kanta Mitra, Examiner of Postal Accounts, stated that he entered the Department in 1870 as Sub-Inspector after having passed an examination of a general character, including *précis writing* and arithmetic, and that he had risen to the third grade of Superintendent; and he also stated that he had been twice superseded by the promotion of officers from other Circles.

Mr. Barton Groves, Superintendent, stated that he had served in the Department for eighteen years, chiefly in the Superintendent's grade, but that he had also officiated as Deputy Postmaster General, as Deputy Controller General in charge of the Money Order Accounts, and for a short time as Presidency Postmaster, Calcutta. He considered that a good education in English, an acquaintance with the vernacular, and a thorough and practical knowledge of the rules and working of the Department are essential for efficient service as a Superintendent; that, in addition, a Superintendent should possess administrative ability, energy and intelligence; and that the head of a Circle required the same attainments and qualities in a still higher degree, combined with departmental experience, firmness of character, and a strict sense of impartiality in dispensing patronage. Mr. Groves stated that of the seven highest administrative appointments, the Director Generalship, the Deputy Director Generalship, and five Postmaster Generalships, four had ordinarily been held by Covenanted Civilians and three by Uncovenanted officers of the Department. He allowed that the Director Generalship should always be filled by a Covenanted Civilian, and that it is desirable that two of the Postmasters General of the larger Circles should also be members of that service, in order that in the event of a vacancy occurring in the highest office it might be filled by an officer of departmental experience. But he insisted that, as a general rule, men trained in the Department would be more efficient as Postmasters General than Covenanted Civilians, who must necessarily be for some time dependent on their subordinates. He observed that the prospects open to Covenanted Civilians are so attractive that only comparatively junior men would care for a Postmaster Generalship, and he stated that in some instances Civilians had accepted appointments in the Postal Department temporarily, and had returned, when it suited them, to magisterial duties—a course which he considered prejudicial to the Department. He maintained that the high educational requirements of the Civil Service are not essential for a Postmaster General, and that if the Director General could find amongst his subordinates men in whom he reposed full confidence, and who possessed all the qualifications required for the office, his nominations should be accepted, and the best man, whether he be a European, a Eurasian, or a Native, should obtain the appointment.

Mr. Barton Groves considered that the appointment of Superintendent should be made on the nomination of the head of the Circle, and that the nominee should have passed the required departmental and vernacular examinations. He stated that for these grades Europeans are considered, as a class, to be the best qualified because they possess more force of character, energy, and education. At the same time he admitted that among the Eurasian and Native Superintendents there are men who are quite equal to the best of the Europeans. He considered it essential that a certain number of Superintendents should be Europeans in order to take charge of districts inhabited by planters or in which there are stations with large European communities, and also of Field Post Offices; and he gave it as his opinion that the exclusion from the Department of all Europeans born and educated in Europe is a mistake. For the Inspector grades he considered Natives better qualified than Europeans or Eurasians. He mentioned that the rule regarding promotion to the superior grades is not one of pure seniority, but that merit and fitness for the particular appointment are also considered. He declared that in his opinion patronage had been very fairly exercised, as a rule, in the Department. When questioned as to certain gentlemen who had been named by Babu Moti Lal Ghose as having superseded Native officers in the Department, he explained that those of them with whom he is acquainted are gentlemen who had received their appointments in consequence of their superior education or ability or of their peculiar fitness for the posts they were required to fill.

Mr. Hutton, Presidency Postmaster, Calcutta, who had served in the Sea Postal Service, filled the office of Superintendent in the Railway Mail Service, and for a year acted as Deputy Postmaster General of Rajputana, stated that as far as he was aware Natives had not applied for employment in the Sea Postal Service, and that in his judgment no persons other than

Europeans or the descendants of Europeans should be employed in the higher grade of the Postal Department, because Natives had not the required energy, and could not be relied on for promptitude or precision of action. He considered that the Inspectors should be Natives in all districts which were thickly populated by Natives, but that, as Superintendents, Europeans are generally better qualified. Mr. Hutton further stated that the office of Deputy Presidency Postmaster of Calcutta had been on two occasions filled by a Native during his tenure of office, and that of these gentlemen one had been efficient and the other had not. He considered that the Native who had efficiently discharged the duties of Deputy Postmaster would not have been competent to fill the post of Presidency Postmaster. He stated that the heads of the various branches into which his office is divided had been at times Natives and at other times Europeans or Eurasians, and that in his experience the Europeans, whether domiciled or not, and the Eurasians, had proved themselves better fitted for such appointments than Natives.

Mr. John Owens, Personal Assistant to the Postmaster General, Bengal, stated that he entered the service in 1868 as an Officiating Postmaster on half salary and had gradually risen in the Department and attained the first grade of Superintendents. This gentleman had been mentioned by Babu Moti Lal Ghose as having superseded several Native officials. In answer to a question on this point he stated that he was not aware that he had superseded any officer in his Circle, but that, inasmuch as promotion was made in Circles, it was possible that a Superintendent might obtain more speedy promotion in one Circle than in another. He mentioned that he had obtained his first appointment in the Department, an appointment on ₹30 a month, through the influence of his brother-in-law, Mr. Dillon, and after he had worked in the office for nearly six months as an unpaid apprentice. With regard to the respective qualifications of Europeans and Natives for service in the Department, he was of opinion that while Natives are efficient as clerks and Postmasters even of large offices, Europeans are more efficient as Superintendents. At the same time he admitted that there are Natives who are not wanting in efficiency in those appointments. He maintained that it is unnecessary to employ in the Department non-domiciled Europeans, inasmuch as sufficiently good men can be found in the country to fill all the appointments open to the Uncovenanted Service. He expressed himself as averse to a system of competitive examination for admission to the Department, and stated that he preferred nomination followed by a departmental examination. He mentioned that when recently necessity arose for despatching Postal officers as signallers to Burma, out of eighty-five men who were invited to proceed there on increased pay, eighty, all of whom were Asiatics, declined to go; that of the five who consented to go, two were Europeans, one was a Eurasian, and two were Bengalis; that up to the time of the present enquiry the Bengal branch of the Department had been able to send only seven men, of whom only three were pure Asiatics; and that four Europeans and Eurasians who accepted the employment were the only men of those classes who had been trained in signalling. He also mentioned that two Postmasterships in Burma, carrying salaries of ₹100 to ₹140 with house accommodation, had been offered to fourteen Natives in the Bengal Circle, to whom the acceptance of the offer would have secured considerable promotion, but that only one, a Mahomedan, had availed himself of it, and that the remaining appointment was consequently given to a Statutory Native. Lastly, he mentioned that in order to ascertain which of the Superintendents in Bengal are willing to go on field service in case of need, an enquiry had been addressed to them, and that while no Native Superintendent had expressed his willingness to accept such service, nearly every European and Eurasian Superintendent had done so.

Babu Hem Nath Basu, Postmaster of Midnapur, stated that he had been a Head Clerk in the Calcutta Post Office for a number of years, and that during that period two other Natives had also filled Head Clerkships in the same office; that he and they had been commended for their work by the Postmaster General, and that two had received promotion on account of their meritorious service in the Calcutta Post Office. He also stated that he had been a Disbursing Postmaster for sixteen years and had on two occasions officiated as Superintendent. He mentioned that when he entered the Department there were in Bengal ten Native and only two European and Eurasian Superintendents; that in his judgment the Department was then worked as efficiently as it is now with a larger proportion of Europeans; that many of the important charges were then held by Native Superintendents; that one of the Native Superintendents had organized the Zamindari or District Post, and another had been sent in charge of the postal arrangements on the Lushai expedition; that the line to Darjeeling—the most important in the Circle—was placed in charge of a Native after a European had failed to work it successfully, and that even at the present day Natives are more efficient than Europeans as Superintendents, because they are acquainted with the vernacular of which the Europeans are frequently ignorant. He considered it desirable that a larger proportion of the

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Superintendents should be Natives, and that the Europeans who are promoted to that grade should be required to prove at an examination that they possess a sufficient knowledge of the vernacular to read and issue orders in it. He maintained that the work of Superintendents does not require uncommon energy and physical strength, and that the half-yearly inspection reports show that Native Superintendents make more frequent inspections than Europeans.

With regard to admission to the Department he suggested that definite rules should be passed and an educational qualification, not lower than the matriculation examination, should be exacted; that the departmental examinations should be continued, and that from among the passed candidates those who are senior in the public service should be first provided for. He also advocated the regulation of promotion by definite rules, and he argued that the great extension of the business of the Post Office increased the necessity for recruiting Superintendents from Postmasters rather than from outsiders unacquainted with the work of the Department. He attributed the reluctance reported to have been exhibited by Natives to proceed to Burma to the insufficiency of the pay offered, and he asserted that to his own knowledge one of the Natives who had declined to proceed to Burma as Postmaster would have suffered pecuniary loss had he accepted the appointment. He stated that he had himself volunteered for service in Egypt and had sent in his name as a candidate for field service in any country.

Babu Prafulya Chandra Banerjea, Superintendent in the Postal Department, entered the service in 1866 as a clerk on ₹20 and is now in the enjoyment of a salary of ₹300. He stated that he had devoted his spare time to antiquarian research, and that Mr. Gribble, when Postmaster General, having noticed his contributions to a scientific periodical, had promoted him, when he was a very junior Postmaster, to a Superintendentship. He gave it as his opinion that the existing system of recruiting the Department is open to objection; that a fair education and knowledge of the vernacular of the district in which the officer is to be employed are essential, and that the present test, a mere departmental examination, is not sufficient. He stated that he was informed that some of the Native as well as European Superintendents are not men of adequate education, and that in his opinion, as the office is one of much responsibility, only men of tried merit should be appointed to it. He declared that he did not advocate the entire exclusion of Europeans and Eurasians, but he contended that they should not be appointed in a larger proportion than the educated men of those classes bore to the educated members of other classes, unless the appointments were made by open competition. He approved the promotion of Inspectors to Superintendentships if they are successful in the competitive examination which he advocated. He mentioned that promotion had theretofore been regulated by seniority tempered by selection on the ground of merit; that he had not himself been superseded on any occasion; that on one occasion a gentleman junior to him in the service had been appointed to a post on higher pay than he was then receiving, but he added that he would not have accepted that appointment as it was out of the ordinary line.—The witness was one of the officers mentioned by Babu Moti Lal Ghose as having been superseded. —He was asked which of the Divisions he considered the most desirable, and having mentioned them it appeared that several had been held by Native Superintendents. He stated that he desired to impress on the Commission that the proportion of Natives holding appointments carrying salaries of ₹200 and upwards is, in his opinion, inadequate, and that if a proper selection were made, Natives would be found who are as active and capable of undergoing fatigue as Europeans. While he admitted that there are Europeans who are in many respects superior to Natives, he contended that such men could not be procured for salaries of ₹200, whereas such salaries would be sufficient to attract Natives of very respectable family and good education. He mentioned that many of the Native Superintendents are of such advanced age as to be physically incapable of proceeding to Burma, and that he had himself expressed his unwillingness to proceed on field service on the ground of ill-health—a circumstance which was well known to the head of the Department—as he had been compelled to take sick leave and had applied, on the ground of health, to be transferred to the North-West. He admitted that there is a great preponderance of Natives in the posts of which the salaries are less than ₹200, and that he knew that two of the Native Superintendents had brothers in the Department.

No witnesses were examined orally in the North-West Provinces, but the opinions of officers of the Department were collected by the Postmaster General, North-West Provinces, and will be noticed hereafter.

Three witnesses were examined at Lahore.

Mr. W. Hawthorne, Superintendent, entered the Department as Postmaster of Dera Ismail Khan. He stated that he would require candidates for employment in the Department to possess a prescribed educational qualification, and that if there were more candidates than

one for an appointment he would make the selection by open competition; that he would require the successful candidates to undergo training as Postmasters, and from the Postmasters would select men for the lowest grade of Superintendentships and thereafter promote them by merit. He expressed himself in favor of promotion in the Department rather than in the Circle, inasmuch as it occasionally happened that promotion was more rapid in one Circle than in another, and he maintained that the former system of promotion would not necessitate transfers. He stated that the present Inspectors are as a class insufficiently educated, and that he would appoint them in the same manner as he had advocated for the recruitment of the higher grades; that he would require them to undergo training as Postmasters and would promote the most efficient of them to be Superintendents. He recommended that the Superintendents should be gazetted on promotion and transfer as well as on appointment.

He considered that when Natives are selected of sufficient education and mental and physical vigour they make efficient officers both as Inspectors and Superintendents, but that in European cantonments and in frontier stations it is desirable to have men of European education, if not of European parentage, as Postmasters.

Lala Mulraj mentioned that he entered the Department in 1876 as Postmaster on a salary of R25, and in 1882 was promoted to the Superintendent's grade and confirmed in that grade in February 1886. He declared that he had no other objection to offer to the existing organization of the Department than that the proportion of Europeans in it is unduly large. He admitted that in the Punjab this might have been due to the backward state of education. He advocated recruitment by an open competitive examination, the successful candidates being required to undergo training in an office and to pass departmental tests. He approved of promotion by merit as well as seniority, but insisted that it should be made in the Department as a whole and not in Circles, and that it should not involve transfer. He professed that he entertained no objection to the appointment of Europeans, if they possessed the required qualifications, but he insisted that in addition to a sufficient knowledge of English a Superintendent must be acquainted with the vernacular of the Division and be able to mix freely with the people when he went on tour.

Munshi Mahomed Sazawar, Postmaster of Lahore, stated that he entered the Department as a clerk on R30 at the age of twenty and is now in receipt of a salary of R440; that he considered the system of recruiting, as it at present existed, left nothing to be desired, inasmuch as the various grades excepting the highest were open to Asiatics and Europeans alike.

He considered that a fair proportion of Europeans was indispensable to the efficiency of the Department, for, while admitting that Natives are on the whole excellent officers, he maintained that Europeans are more manly and superior in powers of organization, and that their influence with District and Military officers is greater. He considered that Natives are fairly represented in the grades carrying salaries of R100 and upwards, and that a proportion of duly qualified Natives might be safely employed in all posts below that of Postmaster General. He gave it as his opinion that the Postmaster Generalships should be reserved for Europeans, and that if Natives are appointed, only the best men available, such as Mr. Badshah, the Postmaster-General of the North-Western Provinces, should receive these appointments. But he added that Natives, whose qualifications are equal to those of Europeans, had better chances of advancement in other Departments than are offered them in the Postal Service, where the salaries of the lower grades are inadequate, and the promotion exceptionally slow. He instanced the slowness of promotion by referring to the case of a European, a gentleman by birth and education, who had served for 17 years in the Department, and whose work had been uniformly good, but who had not yet obtained an appointment in the first grade of Superintendents. He complained that promotion was not uniform in the several Circles, and considered the defect might be to some extent remedied by promoting from an Imperial list, but he expressed himself as altogether opposed to transfers inasmuch as a Punjabi would be of little use in Burma, while a Bengali and a Madrasi would be capable of rendering better service in their own countries than in the Punjab. He gave it as his opinion that the Post Office in India is administered on the most liberal principles, but he considered the Department might be made more attractive to really good men, if the salaries of certain grades were raised and the concession of counting furlough for pension were extended to its Uncovenanted officers.

Five officers of the Department were examined at Simla.

Pandit Salig Ram, the grandson of an officer of Ranjit Singh's army, and whose family holds large estates in the Ghazipur District, stated that he had first accepted an appointment as Sub-Inspector in the District Dák Department, and that on the reorganization of the service he had been brought into the Imperial Department and had held appointments in several

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grades. He mentioned that he had introduced the system of issuing special money orders for the payment of rent and revenue. He gave detailed particulars as to the system, the evils it was intended to counteract, and the success which had attended its introduction; and he stated that he knew no instance in which valuable suggestions made by Natives in the Department had been ignored by their superior officers, and that for his own part he had received every encouragement.

He advocated the division of the Department into superior and lower grades and proposed to include Superintendents and the Postmasters of important offices in the higher grades and to recruit the best men for these grades whether they belonged to the lower service or not. In selecting men for these grades he stated that he would make ability the first consideration, and would insist on some educational qualification, at least equal to that of F.A., but that he would not altogether ignore social position. He added that he would also insist on physical qualifications, that the candidates should be able to ride and undergo hard work, and should be willing to serve in any Province in India. At the same time he thought it desirable, as far as possible, to employ Natives in their own Provinces. He stated that he considered all classes and all races equally capable of doing good work in the Post Office, though he admitted that Europeans are more suited for some branches of the service, and Asiatics for others. He believed that Europeans are especially qualified for the Sea Postal Service and more qualified than Asiatics for the Railway Mail Service, but that, on the other hand, Natives are better qualified for the management of Dead Letter Offices and for the work of inspection and examination of accounts. He also stated that Natives are in his judgment better able to detect and put a stop to fraud and corruption on the part of Native subordinates than Europeans, and in support of this opinion he instanced the failure of European Superintendents to prevent malpractices on the Simla line, while a Native had succeeded in doing so. He expressed his preference for promotion from an Imperial list and maintained that if Natives are unwilling to serve in other Provinces than their own, they are not qualified for the superior grades of the Department. He stated that he was not aware of any case in which it could be clearly shown that injustice had been done in the distribution of patronage; that the service is of such a nature that promotion must be governed by merit, and that if it had always been regulated by seniority, there would have been less efficiency in the Department. He advocated an increase in the salaries paid to the officers in the Department especially in the Superintendent's grades. He allowed that the men obtained would compare favorably with those employed in other Departments in point of honesty, integrity, and good work, and stated that instances in which fraud had occurred are extremely rare, having regard to the opportunities afforded for it. While he considered it desirable that some of the Postmaster Generalships should be filled by Covenanted Civilians, he contended that at least two, if not three, of these appointments should be reserved for Uncovenanted officers of the Department.

He complained that the rule which prescribed that officers should ordinarily retire at the age of 55 was virtually ignored: and that Natives are never appointed directly to the higher posts in the Department but are compelled to enter it in the lower grades; and he observed that it is owing to this circumstance that the Head of the Department with every desire to benefit Natives was unable to find men qualified for promotion to the higher appointments. He expressed his belief that, if sufficient inducements are offered, there would be no difficulty in obtaining Natives of energy as well as ability and intelligence for the higher grades, notwithstanding that the Judicial and Executive Departments offered better prospects and higher pay.

Subsequently to his examination the witness expressed his desire to make a further statement, and proceeded to say that having recently seen in some public prints charges that favoritism was shown to Europeans, and that officials employed their own relations, he desired on the part of Natives in the North-Western Provinces to disavow any concurrence in these sentiments. He gave it as his deliberate opinion that Natives owed the positions they had obtained in the higher grades mainly to the present Director General. He observed that, although in some instances the relations of European officials are to be found in the Department, the instances in which the relations of Native officials are to be found there were much more numerous.

He declared that on many occasions he had himself superseded Europeans and had been superseded by Europeans, but that in every case the appointments had been made on public grounds and not out of any consideration of race.

Mr. E. C. O'Brien, 3rd Assistant to the Director General, stated that he was transferred from the Financial Department to the Postal Department in 1878 and was appointed to the Superintendent's grade; that in 1880 he was attached to the Director General's office as Secretary to the Manual Committee; that in 1881 he was appointed Secretary to the Director

General, and in 1883 was promoted to act as Assistant Director General. He mentioned that among other duties he had charge of the branch of the Director General's office which dealt with robberies, frauds, losses, &c., and that the average number of cases reported yearly by heads of Circles was from 500 to 600. He stated that the investigations in these cases are conducted by the Superintendent or an Inspector under his orders, and, where there are no Superintendents, under the orders of the Deputy Postmaster General: and that the conclusion to which his experience had led him was that European Superintendents are better qualified than Native Superintendents for such investigations. He mentioned that as a rule pleaders were not employed except in specially important cases, but that Superintendents are encouraged to conduct the cases themselves. He allowed that Native Superintendents are equal to European Superintendents in their knowledge of Postal accounts and their acquaintance with Departmental rules and procedure which are necessary for the proper investigation of frauds and losses, but he pronounced the Native inferior to the European Superintendents in judgment, energy, readiness of resource and impartiality. He admitted that up-country Natives are more energetic than those of other parts of India, but he added that they are deficient in education and especially in a knowledge of English. On the other hand, he considered that Natives of other Provinces, who possessed sufficient acquaintance with English, as a class lack the energy and promptitude of action which are necessary to make them good Superintendents, and are generally averse to leave the neighbourhood of their homes. He mentioned that there is not a single Native Superintendent on the list of volunteers for field service: he quoted instances in support of his opinion that European Superintendents are more energetic than Natives in the prosecution of offenders, and stated that his opinion was formed from the official reports of heads of Circles and judgments delivered by Judges and Magistrates.

With regard to the impartiality of Superintendents he observed that it is a matter of indifference to a European whether his subordinates are of higher or lower caste, or what creed they profess; but that with the majority of Natives such considerations would be likely to have considerable weight, even though they might not be conscious of it. The practical reservation of the controlling appointments in the Police to Europeans is also adduced by him as an argument to support the opinion he had expressed respecting the relative value of European and Native agency in criminal investigations.

Another argument used by him in favor of the employment of Europeans as Superintendents was that the duties of those officers brought them into contact with District officers and other officials; he contended that if Superintendents are selected from the same classes as those to which such officials belong, they would be in a better position than Natives to carry on official intercourse. He considered that Natives prefer sedentary employment which would be ordinarily irksome to Englishmen, and that they desire the appointments of Superintendents solely by reason of the patronage which would be more valuable to them than to Europeans. He expressed himself consequently in favor of reserving Superintendentships for Europeans and of appointing to those offices only specially qualified Natives; and on the other hand of conferring on Natives the stationary appointments, such as those of Postmasters, Examiners of Accounts, Managers of Postmaster General's offices, Dead Letter Offices and Stock Depôts. He pointed out that many of these appointments carry as much pay as Superintendentships with the additional advantage of free quarters.

Mr. O'Brien stated that the question as to the system of promotion was put to the vote of the Superintendents about five years ago, and the result made it clear that a general list for the purposes of promotion would not be universally popular, while the system of promotion by Circles was supported by the opinion of the most capable officers of the Department. He gave instances to show the superiority of the system in respect of exceptional promotion and in respect of punishments. He claimed that all officers holding equal appointments should be placed on an equal footing in respect of leave and pension rules, and considered that the more favorable rules which had been allowed to officers who held certain appointments on a certain date should be extended to all officers promoted to such appointments. He was opposed to any change in the existing organization of the Department except that he advocated special recruitment for the Superintendents' posts. For these appointments he would have selection by the Director General from the nominees of Postmasters General: and while he desired that such nominees should be generally Europeans, he admitted that a Native should be nominated if the head of the Circle considered his qualifications superior to those of the European candidates. He gave it as his opinion that the class of men recruited for the lower grades are sufficiently efficient to discharge the duties required of them; and in proof of their integrity he mentioned that with an issue of about five and a half millions of money orders there had been in the past two years less than one hundred cases of fraud annually.

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Mr. G. J. Hynes, Assistant Director General of Post Offices, stated that he had been employed in the Presidency Bank, Bombay, until, on the failure of that institution, he was offered an appointment as Mail officer in the Sea Post Office which was then being organized; that when the Money Order system was established in connection with the Post Office, he was appointed Money Order agent at Bombay to inaugurate it; that in 1875 he became Deputy Postmaster General in Oudh, and in 1879 was appointed to officiate as an Assistant Director General. Mr. Hynes stated that he had prepared a reply to the charges brought against the Department by Babu Moti Lal Ghose. With regard to the charge that the appointment of Mr. Kisch was a violation of an order published in the Manual, Mr. Hynes pointed out that the Manual purports to contain instructions for Postmasters and controlling officers, and that it does not profess to indicate the principles to be followed by the Government of India in selecting officers for Postmaster Generalships. With regard to the more general charge that Europeans had been appointed to the Department in violation of the order of 1879, Mr. Hynes asserted that no one who was not a Statutory Native had received an appointment below the grade of Postmaster General since 1879, except to posts which were specially exempted from the operation of that order. He mentioned that when the office of Postmaster General in the North-West Provinces recently fell vacant every effort was made to confer it on a Native, and as no fit Native could be found in the Department, a very junior Civilian received the appointment, because he was a Native and appeared to possess the necessary qualifications. He pointed out that in stating that the twenty-five chief appointments are, with two exceptions, held by Europeans, Babu Moti Lal Ghose had included domiciled Europeans and Eurasians in the term "Europeans," and that six of the twenty-five appointments are held by members of those classes. He also mentioned five instances in which Native officers had voluntarily relinquished or refused to accept the appointment of Deputy Postmaster General, preferring to remain in their own Provinces. Extending the comparison made by Babu Moti Lal Ghose to appointments not purely clerical carrying salaries of ₹100 and upwards and excluding the twenty-five chief appointments, Mr. Hynes showed that out of 497 posts 262 were filled by Natives of India, 122 by Europeans domiciled in India, 83 by Eurasians, and only 30 by non-domiciled Europeans; and he maintained that for certain appointments included in these numbers, such as the Sea Post Office, Natives were unsuited; that for others, such as the Railway Mail Service, they were less suited than Europeans; that Europeans were required for service with forces in the field, and that there was a general concurrence of testimony on the part of heads of Circles that Europeans were more efficient as Superintendents than Natives. These considerations, he asserted, explained the preponderance of Europeans in the Superintendent's grade. On the other hand, he showed that the special qualifications of Natives for sedentary work secured for them a preponderance over Europeans and Eurasians in the appointments of Postmasters, &c. He also pointed out that Babu Moti Lal Ghose was mistaken in attributing to Mr. Monteath the introduction of a change of policy whereby Europeans were more largely employed in the Department, and that in fact his prodecessor, Mr. Riddell, had resorted more freely to European than to Native agency for the higher appointments. Mr. Hynes entered into other details to show that the charges made were either unfounded or exaggerated or were justified by the rules and practice of the Department.

Mr. Hynes expressed himself generally satisfied with the existing constitution of the Department, but advocated that the recruitment of the Superintendent's grade should ordinarily be made by the direct appointment of nominees of the Postmasters General, and only occasionally by the promotion of officers of the Department of exceptional merit. He endorsed Mr. O'Brien's views as to the superiority of European Superintendents as a class, and agreed with Mr. O'Brien that Postmasterships and other posts which involve sedentary occupation should be conferred on Natives. He claimed that at least two of the Postmaster Generalships should be reserved for the Uncovenanted officers of the Department, and stated that in exceptional cases he would not object to the appointment of Natives to these offices. He urged that the fifty-five years' rule should be more strictly enforced, and that Postal officers should be placed on the same footing in respect of pensions and furlough as the officers in the Telegraph Department, and he maintained that the salaries of Superintendents are insufficient, having regard to the considerable increase in their work and responsibilities since the time when the present rates were established.

Mr. P. Sheridan, Officiating Deputy Director General, stated that he had served in every grade of the Postal service and for several years had had charge of the Railway Mail Service, which comprised steamer services to Bengal, Assam, and Burma. He gave it as his opinion that as a class Europeans are more useful in the Railway Mail Service as supervising officers than Natives: firstly, because the railway staff with whom they had to deal is largely composed of Europeans and Eurasians; and secondly, because of the necessity which frequently

occurs for transferring supervising officers from one Division to another throughout India. He at the same time mentioned that the Native Superintendents in his Circle are both very exceptional and excellent men, and that there are also some very good Native Assistant Superintendents, of whom one is an exceptionally able detective. He stated that with a few exceptions Natives fail, owing to their want of tact, when they are engaged in joint enquiries with European supervising officers of the Railway, but that for conducting enquiries into the character and conduct of the subordinate establishment and as detectives, the Native Assistants are certainly more useful than Europeans. The real value of European supervision is, he asserted, shown when the ordinary arrangements are disorganized by railway or other accidents.

Mr. Sheridan stated that with a very few exceptions the subordinates in his Circle are Natives of all races and denominations, but that the majority are Hindus, and most of them low caste men, as the nature of the work entailed on them is distasteful to men of higher caste and incompatible with the observance of their caste rules. He mentioned that he had on one occasion obtained from the Principal of the Muir Central College some young men of good education as sorters, but that within a short time they had become discontented and left the Department or obtained transfers to other appointments; that Natives had been originally employed on the Calcutta and Rangoon line, but that although they had received large increases of pay they had relinquished the work, and it had been necessary to appoint Europeans. Mr. Sheridan mentioned instances to show that there is no foundation for the complaint that the most desirable appointments were reserved for Europeans, and other instances to prove that on several occasions Natives had been promoted to the higher posts of the Department in supersession of Europeans.

Mr. Sheridan stated that he held very strong views as to the inadequacy of the pay of the Uncovenanted officers of the Department in comparison with their duties and responsibilities and also in comparison with the salaries received by officers of equal rank in other Departments of the public service. In support of his complaint he pointed out that the pay of the Deputy Postmasters General had remained unchanged since 1870, though the duties and responsibilities of those officers had been greatly increased, and he urged that a salary of ₹700 a month was insufficient for an officer who exercised the large powers and held the position of the Chief Postal officer of a Province. He contended that the position of the Deputy Postmaster General is at least equal to that of a Chief Superintendent of Telegraphs and of a Comptroller in the Financial Department or an Examiner of Accounts in the Public Works Department, while his salary is inferior to that of Superintendents in the Telegraph Department and other officers of less position in the Financial and Public Works Accounts Departments. He considered it a hardship that there are only two appointments in the Postal Department held by Uncovenanted officers of which the salaries entitle the holders to the highest rate of pension. He claimed that at least two of the appointments of Postmaster General should be reserved for the most efficient officers of the Uncovenanted Service. He admitted the advantages accruing to the Department from the employment in it of a certain proportion of Covenanted Civilians, but he advocated the reservation in order to secure a remedy for the paucity of highest pensions attainable in the other appointments, and he added that having himself refused a nomination for a Postmaster Generalship, he advanced the claim purely in the interest of other officers who regarded their exclusion from the Postmaster Generalships as a grievance.

Mr. Sheridan considered the system of promotion in Circles superior to that of promotion from a general list and gave his reasons for this opinion. He pointed out that the policy of the present Director General, so far from being unfavorable to Natives, had worked some injustice to Europeans, in that whether domiciled or not they were precluded from obtaining appointments as Inspectors. He expressed himself personally opposed to this order as introducing a race distinction. Lastly, he desired to impress upon the Sub-Committee that no country in the world showed better results in respect of honesty than the Native-worked Post Offices of India, and that of all Departments in India the Post Office employed the cheapest agency.

Mr. K. J. Badshah, C.S., Postmaster General, North-West Provinces, stated that in his opinion the office of Postmaster General should always be held by a Covenanted Civilian (1) because he would be free from the traditions and prejudices of the Department, (2) because in the distribution of patronage he would not be hampered by connections formed in the Department, (3) because he would possess greater influence, (4) because he would deal on a more equal footing with the heads of other Depatrments, and (5) because of his more extensive acquaintance with general administration. He also considered that special reasons existed in each of the Circles under the charge of Postmasters General for the employment of Covenanted Civilians, *viz.*, that in Bengal, in Madras, and in Bombay there are important communities of

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merchants and planters, and that in the North-Western Provinces and the Punjab there are large military cantonments, and in the last mentioned Province arrangements have frequently to be made for the establishment of postal lines in connection with expeditions beyond the frontier. Mr. Badshah expressed his preference for European Superintendents as a class to Native Superintendents. He stated that he saw no reason to think that promotion had not been fairly distributed in the Department so far as the higher appointments were concerned, but he considered that promotion to the minor appointments had not been made with equal care, and that in some instances merit had been disregarded. He expressed his preference for the system of promotion by Circles as securing the advancement of meritorious Superintendents, avoiding the necessity for the transfer of officers to other Provinces which was repugnant to Native feeling and retaining in the Province local experience. Mr. Badshah referred with approval to the special Money Order system for the payment of revenue and rent which had been introduced into his Circle by Pandit Salig Ram.

An invitation having been addressed to such of the officers of the Department and of the public in the North-West Provinces as desired to express their opinions on the questions under enquiry to forward them to the Committee in writing, six officers responded to the invitation.

Lala Shambhu Nath, Personal Assistant to the Postmaster General, North-West Provinces, expressed himself satisfied with the existing system of appointment to the several grades. He advocated, however, the division of the service into superior and inferior grades, the superior to include appointments carrying salaries of ₹100 and upwards and to be recruited from graduates. He expressed his preference for promotion in the Department as a whole and not in the Circle, though he admitted his belief that Natives of the North-West Provinces and the Punjab would be averse to proceed to distant Circles, such as Bengal, Burma, Bombay, and Madras. He considered that Europeans are better qualified than Natives for service in the field, but that for the ordinary duties of a Superintendent Natives of steady habits are more qualified than Europeans.

Mr. W. Welsh, Superintendent, premising that his experience was confined to the North-West Provinces and Oudh, observed that the existing system of selecting officers for the grades of Superintendents and Postmasters had worked well and secured as good a class of men as could be procured for the salaries allowed. He considered that Inspectors should be invariably selected from the Head Clerks in a Head office where experience is gained in all branches of work. He stated that Sub-Postmasters are at present appointed in a somewhat haphazard manner, and that it would be preferable to select them from the most successful students in schools and colleges, and to draft the most promising of the Sub-Postmasters into Head offices as vacancies occurred, but he allowed that men who have been long Sub-Postmasters lose the aptitude for steady continuous labour which is necessary in a Head office.

He considered that an educational qualification should be required of all candidates for employment in the Department; at the same time he suggested that some recruits might be obtained from military pensioners, whose employment should not entail a further charge for pension on the Department, and in whose favor it would be necessary to modify the rule respecting the age for admission to the service. He advocated a general list for the promotion of Superintendents and the regulation of promotion to the higher grades purely by seniority, save in the exceptional cases in which sufficient grounds existed for debarring an officer from promotion. He admitted that while European and Eurasian Superintendents are willing to serve in any Circle, Native Superintendents seriously objected to be transferred from the Circle in which their homes are situated, and that a Native of the North-West Provinces and Oudh would prefer to lose promotion than to leave his Province. He stated that these observations applied equally to Postmasters, clerks, and Sub-Postmasters. He called attention to the onerous nature of the duties of a Postal officer, and urged that they should receive special consideration by small concessions in the matter of furlough and pension. He expressed his preference for Europeans or Eurasians as Superintendents and as Postmasters of large Head offices where they would have to deal with a large European community; but he considered that Natives and Eurasians are best suited for the charge of small Head offices and clerkships. He also was of opinion that Natives only should be appointed Inspectors, but that they should be employed in Districts at a distance from their birth-places. Among Natives he regarded Hindus as the best Postmasters, because they are more patient, better educated, and had greater aptitude for business than such Mahomedans as are obtainable. He entertained the same opinion, though in less degree, as to the class of Natives best qualified for head clerkships in Head offices and for Sub-Postmasterships, but he added that he considered Mahomedans much superior to Hindus as Overseers of runner lines. He would exclude Hindus, with a few exceptions, from employment in a Post Office attached to a Field Force as their caste prejudices would interfere with the efficient discharge of their duties.

Mr. F. W. Tytler, Superintendent, is understood to advocate the division of the service into a superior and inferior service, and, while retaining the existing system of recruitment for the inferior grades, to recommend the appointment of probationers for the Superintendents' and higher grades; he expressed himself dissatisfied with the system of promotion in Circles, and gave instances to show that, owing to the practice of transferring Superintendents, officers might be deprived of the promotion to which the Circle system entitles them. He asserted that while Natives almost without exception are averse to leave the Province, and some even the District to which they belonged, and while Eurasians, though willing to work anywhere, prefer to serve in the Province in which they have been brought up, Europeans are willing to work in any part of India, though they naturally often prefer one part of the country to another.

He desired that the grades of Superintendents should be kept distinct from those of Postmasters; that Superintendents should be gazetted and placed on the same footing in regard to emoluments and pay and promotion as the superior officers of the Police, Opium, and other Departments in which the Uncovenanted Service is employed. To improve the position of Superintendents he recommended that there should be two grades, the lower with salaries of ₹250—500, the higher with salaries of ₹500—700. To meet the increased charge he suggested that a Superintendent's Division should extend over four instead of three districts, all Postmasters whose salaries did not exceed ₹15 being placed more immediately under Inspectors; that the grade of Deputy Postmaster General should be abolished, their Circles being brought under the control of the existing Postmasters General, and that the salaries of the last-mentioned officers should be reduced to ₹1,000, so that their appointments should be available as rewards for the senior and deserving Superintendents and might not attract Covenanted officers. He considered that Native Superintendents might fairly be remunerated with lower salaries than European Superintendents for the same reasons as had suggested the introduction of the two-thirds rule in the Executive and Judicial services.

He thought Europeans as a class superior to Natives as Superintendents, as he had found the latter hampered by their caste and religious prejudices, though he admitted that he had known exceptions. While preferring Europeans as Postmasters of the larger offices, he considered Natives equal to Europeans as Postmasters and would employ Natives solely in the charge of smaller offices and as Inspectors.

Lala Parbat Singh, Postmaster of Mirzapur, considered that Postmasters and Superintendents should be placed on an equal footing in respect of promotion, and that promotion should be made from a general list and not in Circles.

He proposed the following radical change of system: that Superintendents should be abolished and their functions made over to the Postmasters of Head offices; that Inspectors should be attached to Head offices and placed under the Postmasters; that the Postmasters of Head offices should make an annual inspection in the cold weather of the Sub-Post Offices in their Districts; and that the saving in travelling allowances thus effected should be employed in increasing the numbers and pay of the clerical establishment; that the duties of the Postmaster and Deputy Postmaster, when both were at head-quarters, should be so arranged as to allow to both some hours of leisure; that Post Offices should be closed on gazetted and local holidays to the same extent as they are on Sundays, and that with a very few exceptions no persons other than Natives should be appointed Postmasters. He complained of the constant changes of rules and circular orders. He urged that in consequence of the greater responsibility and additional duties imposed on Postmasters the salaries of these officers should be increased to a minimum of ₹100, and that greater uniformity should be introduced in the position of officers and in the strength of their establishments. He asserted that Postmasters of the 1st class in minor Circles, who are entitled to correspond directly with the Provincial head of the Department and are under no control, receive in some cases more pay than Postmasters of the 2nd class in the larger Circles; and that, on the other hand, in the larger Circles old and experienced Postmasters are sometimes placed under Superintendents, who receive less pay than they receive, and are their juniors in the service and inferior to them in experience.

He insisted that only officers of the Department should be eligible for appointment as Postmasters General; that all appointments of Postmasters to posts carrying salaries of ₹200 should be subject to the approval of the Government of India; that all persons appointed to the Department should be compelled to pass the departmental test prior to appointment and to possess a knowledge of English and of one or two vernaculars, and that the strength of the clerical establishment should be increased and a reserve staff of clerks maintained so as to avoid the irregularities due to want of experience.

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Mr. Charde, Postmaster of Meerut, advocated a regular system of promotion to secure the advancement of men of long standing, approved service, and undoubted merit. He considered that promotion neither in the Circle nor in the Department should be adopted as a universal rule, but that promotion to all appointments carrying salaries of less than ₹200 should be made in the Circle, and promotion to all posts carrying higher salaries in the Department. While he admitted the general dislike of Native employés to serve in other Circles than those in which their homes were situated, he expressed his belief that they would be induced to leave their Circles by the attraction of suitable promotion. He considered that Europeans, Eurasians, Kayesths, and educated Mahomedans are all capable of rendering efficient service in the Department, but that local circumstances should be kept in view in selecting officers from these classes.

Mr. T. Corbett, Postmaster of Náini Tál, stated that in his opinion the present system of recruiting the Department admitted of reform, and that a step in the right direction had been taken in the North-West Provinces by the appointment of men possessed of educational qualifications in the Post Offices at large stations. By this system Mr. Corbett pointed out that the Head of the Circle provided himself with a supply of intelligent and educated men who would be at hand in cases of emergency. He would not, however, make the possession of high educational certificates an indispensable qualification for employment. He considered that they should be dispensed with to meet local circumstances or to reward specially deserving men. In support of these exceptions he mentioned, as the result of his experience during some years' tenure of a hill appointment, that men from the plains fail when they are promoted to appointments in a hill climate, that the cold affects their health, that they complain of the expense, and becoming dissatisfied cease to take an interest in their work; but that, on the other hand, education among the hillmen is less advanced, and it is difficult to get men who have passed educational tests to enter the Department on the low salaries offered in the Post Office. He also mentioned that he had met many thoroughly efficient officers who had not passed such tests, and he instanced two men then employed in his office who, in difficult circumstances, had shown themselves thoroughly equal to emergencies. He advocated promotion in the Department rather than in the Circle, because he considered that the latter system led to the supersession of worthy senior officers by junior men. At the same time he admitted that Natives of the North-West Provinces had "a most ineradicable aversion" to leave their homes and go to other Circles. He recommended that all officers of the Department drawing salaries of ₹200 and upwards should be gazetted to put them on the same footing as officers enjoying similar pay in other Departments; and he urged that service should count for pension from the date of appointment irrespective of age. While desirous of avoiding race considerations as invidious, and stating that his experience was confined to the North-West Provinces, Mr. Corbett gave it as his opinion that Europeans, including in that term domiciled Europeans, are more energetic and generally better educated than Natives, and that their fondness for and indulgence in sports and exercises involving danger make them self-reliant, ready for emergencies, generally able to ride well, and inured to hardships; that on the other hand Natives, owing to their sedentary habits, prefer a life of less hardship and would forfeit promotion rather than accept a post which involved constant travel and change of residence. He gave it as his opinion that a system of competitive examination fairly and impartially carried out is the best method of testing the capacity of candidates for employment in the higher grades.

Notes have been received from Mr. W. J. Ham, Assistant Director General, Mr. Bishen Chandra Dutt, Deputy Postmaster General of Behar, Mr. R. Rose, Deputy Postmaster General of Oudh, Mr. J. Roussac, Deputy Postmaster General of Rájputána, and Mr. J. Short, Deputy Postmaster General of Central India, urging the claims of Uncovenanted officers of the Department to the posts of Deputy Director General and Postmaster General. Mr. Roussac and Mr. Rose suggest that at least three out of these six appointments should be reserved for departmental officers: the other gentlemen are understood to advocate that on the occasion of every vacancy the claims of officers in the service should be considered before the appointment is conferred on a Covenanted Civilian or any other outsider. It is fair to observe that the officers who have submitted these notes have had considerable experience of the work of the Department. Mr. Bishen Chandra Dutt and Mr. Roussac have both been members of the service for about thirty years. Mr. Roussac held for five years the office of Chief Inspector in the Assam Circle, for nearly seven years the office of Deputy Postmaster General of Behar, a Circle with upwards of 500 Post Offices, and is now Deputy Postmaster General of the Rajputána Circle, where great tact is necessary in dealing with the Darbárs and officials of Native States. As the arguments used by these gentlemen are substantially the same, it will be convenient to state them collectively. With regard to the appointment of Deputy Director General they point out that the

two immediate predecessors of the officer who now holds the substantive appointment, and the officer who is now officiating in the office, were appointed from the ranks of the service; that the offices of Postmaster General have, from the time of their creation, been chiefly held by Uncovenanted and Military officers; that the Postmaster Generalship of the North-West Provinces was held from 1869 to the commencement of the present year (with the exception of eight months in 1874) uninterruptedly by Uncovenanted officers, and that the Punjab Circle has (with the exception of a period of five months) been since 1865 continuously administered by a Military officer; and they argue from these facts that the appointment of a Covenanted Civilian to the charge of a Circle is unnecessary, and that qualified officers can be found in the Department. They also argue that, inasmuch as Uncovenanted officers discharged the duties of Postmaster General satisfactorily when the organization of the Department was incomplete, and the introduction of new classes of business necessitated originality of thought and action, they must be qualified to fill these appointments with at least equal if not greater efficiency, now that the Department has been thoroughly organized and its operations are governed by rules with which practical experience has rendered them familiar.

In further proof of the qualifications of Uncovenanted officers for the charge of the larger Circles, they rely on the circumstance that the charge of minor Circles has uniformly been held by them, and that in the greater number of the minor Circles the duties devolving on Deputy Postmasters General are identical with those which are discharged by Postmasters General; and they affirmed that the only difference in the charge is that in a larger Circle the number of Post Offices is greater and the Postmaster General has a Personal Assistant and a larger staff of officers to assist him.

They appeal to the experience of the Director General to decide whether Uncovenanted officers in charge of Circles have shown themselves wanting in administrative ability or a sufficient knowledge of law. While admitting the desirability of the possession of those qualities for which Covenanted Civilians are as a class distinguished, they maintain that well-known instances support the assertion that men can be found in the Uncovenanted Service who, in respect of these qualities, compare not unfavorably with Covenanted Civilians.

To meet the objection that Covenanted Civilians from their position enjoy greater influence and command greater respect, they assert that there are in the Department men who are not dependent for their social position on their official *status*, and that the Director General would be careful to select for these appointments only such officers as from their education and character would be likely to command respect.

In reply to the special reasons adduced by Mr. Badshah for the appointment of the Covenanted Civilians, they allege that in the Presidency Town the officer who is brought into closest contact with the European community is the Presidency Postmaster rather than the Postmaster General, and that from their habits of discipline Military officers would not be prone to set at nought the authority of the local head of the Postal Department, who, moreover, in all important cases would only carry out the orders transmitted to him by the Director General.

They maintain that the reasons for selecting Postmasters General from the Department are more cogent than those which are advanced for the introduction of outsiders. They point out that the Manual of Rules is the compilation of officers who have had experience in the Department, and that without a knowledge of those rules and a practical acquaintance with the working of the Department a Postmaster General must rely to a great extent on his subordinates. They argue that for the conduct of commercial undertakings, which the operations of the Post Office have been declared to resemble, the selection is made of men who have been educated to the business. They assert that Uncovenanted officers as Heads of Circles have shown that they possess a sufficient acquaintance with law and procedure, and that both Covenanted and Uncovenanted officers have a right to resort, and do resort, to the legal advisers of Government in case of extraordinary difficulty; while all legal documents, when special forms are necessary, are prepared under the direction of and issued by the Director General. As to the objection arising from the personal connections, which an officer of the Department may have formed in the course of his service, they point out that it by no means necessarily follows that he would be employed in the Circle to which he belongs, and that the knowledge which an officer would have acquired of the character of his colleagues and subordinates would enable him to recommend or appoint to vacant offices the persons best qualified to fill them and to secure due consideration for meritorious service: whereas in these respects an officer brought into the Department would be at a disadvantage. They assert that Postmaster Generalships are not sufficient prizes to attract to the service Covenanted Civilians of mature experience, or to retain in it such officers when their abilities entitle them to aspire to the higher prizes in

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the Covenanted Service; that, on the other hand, the smallness of the salaries enjoyed by the higher Uncovenanted officers of the Department, as compared with the salaries paid to officers of a similar class in other Departments whose duties are not so responsible, and the consequent paucity of maximum pensions attainable by officers in the Department must prejudice the recruitment of the Department, and that the concession of these appointments to Uncovenanted officers, whether Native or European, would to a certain extent remedy the inequality and would certainly operate as a stimulus to deserving officers to maintain the efficiency of the Department, which, owing mainly to their efforts in the past, has secured the confidence of the public.

Subsequently to the closing of the evidence notes to the same effect were received from Mr. Barton Groves, late Acting Deputy Postmaster General of Burma, and Rai Bahadur Ram Autar Singh, Superintendent of Sorting in the Railway Mail Service.

It should be further mentioned that Mr. Rose urges that the salary of the Deputy Postmasters General in the minor Circles should be raised to ₹1,000, to place them on a more equal footing with officers holding similar appointments in other Departments, and advocates the introduction of graded pensions for officers who have completed 15 years' service.

Mr. A. U. Fanshawe, C.S., who has held the appointment of Postmaster General of Bombay for six years, has recorded his views on several important questions connected with the constitution of the Department, and has prepared an exhaustive summary showing the classes who are employed in the Postal Service in the Bombay Circle.

Mr. Fanshawe is of opinion that the office of Postmaster General should ordinarily be held by a Covenanted Civilian, not only because in the administration of his Circle great independence and authority are permitted to him, but because of the special nature of many of the duties which he is called upon to perform. He points out that in the Bombay Circle there are no less than 6,404 subordinates, of whom more than 4,000 are entitled to pensions:—

Superintendents	16
Inspectors	19
Disbursing Postmasters	26
Postmasters	596
Other Agents	574
Clerks	654
Postmen	2,042
Overseers	73
Mail Runners, Mail Peons, &c.	2,079
Packers and other miscellaneous servants	325
	6,404

and that with so large a body of subordinates there are and must be numerous cases arising out of departmental offences, appeals regarding promotions, dismissals, and the like, and pension cases especially difficult to deal with, owing to the absence of records, in all of which the power of dealing with evidence is daily called into requisition. He shows that the transactions of the Post Office continually give rise to questions requiring for their solution some knowledge of law. The Postmaster General has, for instance, to determine whether there are grounds for a criminal prosecution, or what action should be taken when fraud is committed or attempted by persons who belong to or have dealings with the Department. Since the 1st May 1883 the District Savings Banks in the Bombay Circle have been amalgamated with the Post Office Savings Banks, and at the present time there are 49,606 accounts open in that Circle. When a depositor dies, leaving a balance in the Savings Bank of less than ₹1,000, the Postmaster General has to decide on a summary inquiry who is entitled to withdraw it. He has also to determine who, as guardian, is entitled to operate on a minor's account. In such cases, which are now, Mr. Fanshawe states, of daily occurrence, he has not the assistance of reports from officers who are more or less conversant with the law, but has to rely for information on Postmasters who have frequently little knowledge of the rules of inheritance and guardianship and are ignorant as to what facts are material. Again, there is an unwritten code of postal practice which a Postmaster General must apply in disposing of complaints and representations from mercantile bodies and other members of the public. It is also essential in Mr. Fanshawe's opinion that references from the Local Government should be dealt with by an officer who is able to speak with authority by reason of his familiarity with administration in other Departments. Postal interests, he observes, whether in matters financial or more purely departmental, do not necessarily coincide with the interests and views of the executive authorities. He notices, moreover, that there are several branches of work which are peculiar to the Bombay Circle, that the British Indian Post Offices at Zanzibar, on the Somali Coast and in the Persian Gulf and Turkish Arabia, are under the control of the Postmaster General of

Bombay, and that delicate questions of a semi-political character are constantly arising in connection with them. For the efficient discharge of such duties he regards a Covenanted Civilian as specially qualified by education and training. While admitting the excellent work of the Post Office he considers it eminently a Department of routine and therefore benefited by the introduction of fresh life, energy and thoroughness, and he believes that the necessary impulse can be best communicated by the personal example of the head of the Circle. He considers it a distinct advantage to the Post Office, and an advantage largely recognized among the officers of the Department, that Postmasters General should have had no antecedent connection with the Post Office and should be free from the personal interests and associations which almost necessarily attach to an officer who has passed the whole of his service in a special Department. At the same time he is prepared to admit that whenever a really fit man can be found in the Department he should be eligible for the appointment and should be appointed. He observes that the Post Office is now officered, at any rate in Bombay, almost entirely by Natives of India, and that although a certain proportion of Europeans will have to be maintainted, the Department will in the main continue to be worked by Native agency. He states that he knows Native Superintendents who, for capacity in work and accepting responsibility, are fit for the appointment of Deputy Postmaster General, and that if a Native of India proved himself a really efficient administrator in that office, he would consider him certainly eligible for a Postmaster-Generalship. But at the same time he insists that there must be no minimizing of the duties and responsibilities of a Postmaster General to justify the appointment of a Native, for he expresses himself confidently that the Postmaster General is the one man in the Presidency or Province who can make the administration of the Post Office thorough and efficient. He is compelled to allude to one consideration which has been constantly forced upon him during his service as Postmaster General, that as yet the various classes of Natives in India have no confidence in each other as impartial distributors of patronage and promotion. In selecting candidates for employment he considers it natural that Superintendents and Postmasters should be inclined to prefer their own fellow castemen, inasmuch as they would necessarily have better opportunities of knowing their character and circumstances, and would probably be more able to guarantee their honesty, a point which he regards as of obviously the first importance even in the case of the smallest appointments in the Post Office. As to promotions he mentions that in his Circle it is required that every case should be reported to the Postmaster General even in the grades to which Superintendents have power to make appointments, and that reasons should be given whenever a man is passed over, but that, nevertheless, representations are constantly made to him imputing to the Superintendent or the Postmaster caste or race prejudice. He feels bound to add that on the whole his experience has been entirely in favor of the impartiality of the Postal Superintendents. He states that he is inclined to think that we have not yet reached a stage at which Natives of India will be satisfied with anything but the final arbitrament of an English official on personal matters of promotion, dismissal and the like. If it were necessary that the ultimate decision should be transferred to the Director General in all those cases in which, at present, the Postmaster General is practically the final authority, the position of the Postmaster General would, he considers, be impaired, and consequently he is convinced that the want of confidence to which he alludes would inevitably be a source of weakness to the administration by a Native of India of any large Circle.

Mr. Fanshawe deems it necessary that a Superintendent should be a man of good education and some position and character, having regard to the importance of the duties of the office which have been materially increased with the expansion of the Department and to the large area of his direct charge which generally comprises two Districts. He observes that although postal communications have to a certain extent become simplified by the extension of railways, in some Divisions the maintenance of postal lines and the provision of funds in connection the money order system and saving banks create constant difficulty. He mentions that within the limits of their charges Superintendents must correspond directly with District Officers, and frequently are brought into close relations with the officials of Native States, while everywhere in the Presidency they are in frequent communication with Educational Inspectors and Sub-Inspectors in reference to large numbers of Post Offices now under the charge of schoolmasters. Moreover, he states that the personal exertions of the Superintendents are necessary for informing the rural public of the advantages offered them in the branches of business newly undertaken by the Department, and that with the extension of its transactions there is necessarily an increase in the number of complaints and inquiries, of which it devolves on the Superintendents to dispose and in which they are required to make investigations, to weigh

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evidence, to prepare cases for magisterial inquiry, and in some instances to conduct prosecutions. Mr. Fanshawe states that at present these duties are being efficiently discharged in the Bombay Circle by Natives of India—Brahman, Parbhu, and Parsi—who are equal to the best Postal Superintendents in India, and that so far as the ordinary postal administration of his Circle is concerned, European agency in the Superintendents' grade is not required. But he adds that demands from outside render it necessary that there should be some European Superintendents, that the Postmaster General of Bombay has within recent years been twice called upon to organize a field post to accompany an Indian contingent to Egypt and once for service in Afghanistan, and that in such cases it is for obvious reasons necessary that the Superintendent or Chief Superintendent in charge of postal arrangements in the field should be an English gentleman. He is also of opinion that now that Beluchistan has been added to the Sind Circle, military and political considerations render it expedient that the Deputy Postmaster General in that Province should always be a European, although in the past two Native Superintendents of the Bombay Circle have either held for a short time or been offered that appointment. He is also of opinion that in some other parts of India, such as Assam, it is absolutely necessary that the supervising agency should be European.

Mr. Fanshawe mentions that before 1884 appointments to the grade of Superintendent were made from probationers who in this Circle were selected from officers of the Department on account of presumed fitness, and who were then brought into the office of the Postmaster General for training. In other Circles men of good education were occasionally brought into the Department as probationers. In 1884 this system was abandoned and it was ordered that the Postmasters General should select Superintendents from officers who, with his permission, had presented themselves for, and had passed, a prescribed examination in postal procedure and accounts. Mr. Fanshawe states that many of the senior officials who have gone through the several grades of clerks and Postmasters, though excellent servants, are, from want of activity and from their imperfect education, quite unfit to be Superintendents, and that, on the other hand, men of good education can readily acquire even the detailed knowledge of postal work required of a Superintendent, and that a long training in a subordinate grade is not essential.

The necessity for resorting to the Department itself for Superintendents has, in Mr. Fanshawe's opinion, a material bearing on the question as to the practice to be adopted in making appointments to the lower grades. He observed that the majority of Postal officers entered the Department on salaries of less than ₹30, and that in the Bombay Presidency it had been a standing rule that only persons who had passed the matriculation examination should be admitted, but that in some Divisions, notably Kathiawar and Kanara, the rule had not been enforced, and that in all Divisions it could be set aside on proof that the candidate had a competent knowledge of English and was in other respects qualified. A knowledge of English, he considers, is growing more essential even in the lowest grades, and while matriculation affords some proof that a candidate knows English, the rule acts as a check upon the propensity of some officials to appoint men of their own caste. But Mr. Fanshawe mentions that although the majority of Post Office servants enter in the lowest grade, recruiting to some extent goes on in all grades, that occasionally candidates of rather better social position and higher educational qualifications are appointed by the Postmaster General directly to posts carrying salaries of ₹40 or ₹50, and that occasionally also men have been transferred from other Departments of the Government. He states that of the present Superintendents seven have thus risen from almost the lowest grades; that two of them, a Eurasian and a European, entered the service on a salary of ₹40 and four others, Natives of India, on salaries ranging from ₹15 to ₹25; that of the other Superintendents, one, a European, was transferred from the Army Medical Department to a Postmastership on ₹150, while the rest on first appointment to the service received fairly substantial pay. He mentions that a certain number of fairly well educated young men have been recruited of late years, that a graduate has recently been appointed to his office as a clerk on ₹40 and that another is employed on the same pay in the Bombay General Post Office, but that the number of graduates obtained by the Department in the Circle is small.

With regard to the suggestion that in order to attract Natives of India qualified to rise through the grades of Superintendents to the higher offices, a superior postal service should be constituted, beginning with appointments carrying salaries of ₹100, Mr. Fanshawe is of opinion that it is not required to give Natives their full share in such appointments, and that it could not be carried out without affecting prejudicially the best interests of the whole Department. He considers that it would be neither reasonable nor just to make a sharp line of distinction between the Postmasters' grades and the supervising officers' grades, while it

would be absolutely fatal to the efficiency of the Department to debar altogether from the Superintendents' grade the great majority of officers already in the Post Office, and he observes that many of these officers are now fairly educated and of the same position in life as those who would be introduced in the superior service, and that some of them would undoubtedly be found well qualified for the work of Superintendent. Regarding promotion in the Circle as necessary, he observes that vacancies in the Superintendents' grade are few and far-between, and that therefore there would be little opportunity for establishing a regular system of recruiting men of a higher education at once for the supervising grades. At the same time he admits that under the present conditions of employment the best educated class of Natives are not obtained in the Bombay Circle, and he recognizes that a better educated class must take the place of the old order of Superintendents, whether Native or European. He is consequently of opinion that in the future a larger proportion of men must be appointed directly to places of R50 or more, but that this need not necessarily exclude the promotion of qualified men who have joined the service on smaller salaries.

With regard to the employment of Eurasians, he notices that there are at present but few in the Bombay Circle. He infers from the small number of applications received that the work is not congenial to them, while their inability to read the vernacular languages of India prevents their employment in offices in the interior. He adds, however, that they have been employed to some extent in the Sea Post Office between Bombay and Suez and have done well as Sorters dealing with English letters. In reference to an application made to him by the President of the Eurasian and Anglo-Indian Association of Western India in 1885 to provide employment in the Post Office for respectable Eurasian and European young women, Mr. Fanshawe states that he replied that there were practical difficulties which could not be at present surmounted, that at small offices it was absolutely necessary that the persons in charge should be able to read the vernaculars, which the class on whose behalf the application was made was unable to do, and that in larger offices where the sub-division of labor made it possible to provide Europeans and Eurasians with work to be done entirely in English, the Council of the Association had in its application admitted that women could not be suitably employed. Mr. Fanshawe also states that, in answer to a further inquiry from the same Association as to the extent of knowledge of the vernacular required in the Post Office, he had replied that what was necessary was the power of reading readily addresses which were frequently written in very bad handwriting in the vernacular language of the district, and that even Eurasian clerks, who could speak the vernacular as fluently as Natives, never seemed able to acquire that power, but that the ability of applicants for employment could always be easily tested.

With reference to the distribution of appointments in the Post Office among the various classes who seek employment in that Department, Mr. Fanshawe mentions that the general rule prohibiting the employment of Europeans has been declared inapplicable to the appointments of Mail officers of the Sea Post Office on the Bombay and Suez line, to the Aden Post Office and to the Superintendent of Post Offices in the Persian Gulf and Turkish Arabia.

The number of Superintendents in the three Postal Circles of Bombay, Sind and the Central Province is twenty-four. Of these, twelve are Natives, nine are Statutory Natives, and three are Europeans. Of the three Europeans, one holds the appointment of Superintendent in the Persian Gulf, to which the rule of 1879 is inapplicable, and the other two were appointed before the rule came into force. Of nine Postmasters in the three Circles, whose pay amounts to R200 and upwards, four are Natives, four are Statutory Natives, and one is a European. The Postmastership at Aden, which is included in this class, is at present held by one of the Mail officers who is a Statutory Native of India. Of eleven appointments carrying salaries ranging from R150 to R1,000, six are held by Natives, four by Statutory Natives, and one (the Presidency Postmastership) by a European. Of the fifteen Superintendents in the Bombay Circle, excluding the appointment in the Persian Gulf, five are Parsis, four are Bráhmans, one is a Parbhu, and one is a Bania; and of the four Europeans, three are, as has been stated, Statutory Natives of India. Excluding the Presidency Office, Bombay, and the Aden Post Office, there are ten offices, of which the Postmaster receives a salary of R100 and upwards; one of these appointments is held by a domiciled European, three by Bráhmans, two by Parsis, one by a Shenvi, one by a Kásár, one by a Káyast, and one by a Telanghi. Of thirty-nine Inspectors and others in the Bombay Circle who draw rates of pay from R80 to R100, seventeen are Bráhmans, one is a Támboli, thirteen are Parsis, two are Márathás, two are Mahomedans, two are Native Christians, one is a Simpi, and one is a Bania. Of eighty-four officers, Sub-Postmasters and clerks who draw more than R40 and less than R80, thirty-nine are Bráhmans, ten are Parsis, nine are Banias, eight are Shenvis, five are Mahomedans, three are Native Christians, and the rest are Hindus of various sects.

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Mr. Fanshawe points out that outside the Bombay General Post Office the European or Eurasian agency is very small indeed, that among the Superintendents and well-paid Postmasters there are five, all of whom, with one exception, are Statutory Natives of India, and that among the groups below them there is absolutely not a single European. He mentions that although in the past some of the best Superintendents have been obtained from the office of the Postmaster General, there is at the present time not a single European or Eurasian in that office.

Mr. Fanshawe forwarded to the Sub-Committee an extract from a letter addressed to him by Mr. R. M. Bápat, who had been invited to give evidence at the request of the Sárvajanik Sabha, but was unable to attend. It may be mentioned that the Mail officers of the Sea Post line between Bombay and Suez are graded with Superintendents, and when transferred to shore appointments, receive posts reserved for Superintendents in the Bombay Circle. This practice renders promotion to the Superintendents' grade in the Bombay Circle exceptionally slow, and Mr. Bápat suggests it should be made applicable to the present Mail officers only and not to those appointed hereafter, or at least that the rule should be modified.

Mr. C. A. Stuart, Presidency Postmaster, stated that he had been born and educated in India, though his parents were not domiciled here, and had been employed in the office of the Private Secretary to the Governor of Madras, when he was appointed to the Postmastership of Bangalore as it was considered necessary that the Postmaster in that station should have a knowledge of English; that he was subsequently appointed an Inspector of Post Offices, an office analogous to that of Superintendent at the present time; that he was next appointed Presidency Postmaster of Madras, and subsequently transferred in the same capacity to Bombay. He informed the Sub-Committee that the Bombay General Post Office, as regarded appointments and promotions, is distinct from the rest of the Circle, but that on occasions officials are transferred to the General Post Office to hold special appointments, and that in some cases deserving and qualified clerks have been promoted from it to the grade of Superintendents. Of three Superintendents thus appointed, he added that two who had received their promotion in other Circles were Eurasians who had been sent as clerks with the Field Post Office in Afghanistan and had received their promotion for good service. He stated that the establishment of the General Post Office consisted of 119 clerks, of whom six are domiciled Europeans and Eurasians, thirty-six Goanese and Native Christians, nineteen Parsis, ninety Bráhmans, eight Parbhus, thirteen Mahomedans, and fifty-seven other Natives. He mentioned that the system of recruiting clerks is to appoint men as probationers, and after a period of training to transfer them to the lowest grade of the regular establishment as vacancies occur, and that preference is, as a rule, given to candidates who have passed either the Public Service or matriculation test; that there are four Head Clerks and four Joint Head Clerks, the salaries of the former ranging from R90 to R250, and of the latter from R100 to R140; that six of the Head Clerks and two of the Joint Head Clerks are Natives; that there are four Inspectors with salaries of R90 to R100, all of whom are Natives; that Natives are generally found competent to hold the Head Clerkships and are specially fitted for these posts by their habits of steady application and sustained attention to duty, while for the Inspectorships, Natives are indispensable, as the duties of an Inspector lead him into constant personal communication with the different classes of the Native population. He also stated that the Sea Postal Service maintained between Bombay and Suez is under his immediate control; that the establishment consists of six Mail officers, Europeans, and twelve Sorters, of whom two are Europeans, six are Eurasians, and four are Portuguese; that promotion to appointments in the General Post Office is open to officers of the Sea Postal Service; that for quiet behaviour and steady work Eurasians and Portuguese are the best Sea Sorters, and that Natives have never volunteered for that service. He also stated that another Sea Postal Service, consisting of three Sorters, is maintained under his management between Bombay and Karachi, and that on this short sea line Natives, Parsis, are employed with fair success. He asserted that in the Bombay Post Office the best qualified persons are chosen without reference to nationality or race. Mr. Stuart thought that promotions to the upper grades of the Department would be made more advantageously from a general list rather than by Circles, and to the objection that there might be a difficulty owing to the difference of language in the different Circles, he replied that he considered that a knowledge of the vernacular is not absolutely necessary for a Superintendent, though it is desirable that he should possess it. He also thought that no obstacle to promotion from an Imperial list would be created by the disinclination of Natives to leave their own Circle, and that promotion could be fairly distributed by the Director General assisted by confidential reports from the heads of Circles. He expressed himself opposed to a division of the service into higher and lower grades and to the direct

recruitment of young men for the higher grades, while there are men in the lower grades qualified to hold the higher posts, and he considered this expectation of promotion essential to attract respectable and trustworthy men to the service. He stated that when acting as Postmaster General he had had opportunities of observing the work of Native Superintendents, and that he considered it as good as that of European Superintendents. He mentioned that although the business of the Department and consequently the responsibilities of Postal officers had increased, their salaries had not been augumented, that security was taken from the Treasurer and the Shroff and also from Postmen, but that there had been such exceptional honesty and integrity among the staff of the establishment that it had not been found necessary to take security from any other officers. He stated that in his opinion men who entered the Department on salaries of R15 might be qualified after experience to become Superintendents, and that men of some education, such as matriculates, are willing to enter his office as probationers on that salary. In answer to questions put by Mr. Fanshawe, Mr. Stuart admitted that there are duties to be discharged by Superintendents which could not be performed without a knowledge of the vernacular, he stated that there had been no instance of serious fraud in the Bombay office during the twenty-three years in which he had had charge of that office, that including Native Christians and Portuguese all the Head Clerks are and have been Natives with a few exceptions, and that the only fault he found with Natives was that in times of pressure or emergency they show a want of energy and resource and are to some extent wanting in power to control their subordinates.

Mr. James Cornwall, Deputy Postmaster General of Sind, entered the Department in 1873 as a probationer in the Sea Postal Service, but shortly afterwards joined the Railway Mail Service, and having served for four years in that branch was promoted to the Superintendents' grade and appointed Personal Assistant to the Postmaster General. He was afterwards transferred to a similar appointment in Bengal. He had officiated as head of a Circle in Sind and Assam, and also had been deputed on foreign service in connection with field postal work. He considered that the Head Mail officer in the Sea Postal Service should be European, but that it is not necessary that the Assistants should be Europeans. He stated that from October 1878 to April 1880 he had been in charge of the field postal arrangements in Southern Afghanistan and from August to October 1882 of the field postal arrangements in Egypt; that the staff of Postmasters and clerks with the Southern Afghanistan Field Force consisted of two Statutory Natives, five Hindus, three Mahomedans, and four Parsis; and the staff of Postmasters and clerks with the Egyptian Field Force consisted of one Statutory Native, one Hindu, two Mahomedans, one Parsi, and one Native Christian. He testified that these subordinates worked equally well, but he considered that men from the Punjab are better fitted to withstand the extreme cold of Afghanistan. He described his duties in the field as consisting of the control of a mixed establishment and constant intercourse with the Army staff and Political authorities. He regarded it as of the first importance that the head of the Field Postal Department should maintain cordial relations with the Army staff and be able to hold his own with the heads of other Departments in the field. He observed that it is essential that he should obtain early information of intended movements so as to be able to make the necessary arrangements for maintaining communications and for establishing Post Offices, and he stated that in very many instances personal influence had to be brought to bear to obtain the necessary information or to secure the required transport. He pointed out that the Field Postal Department is almost the only Civil Department accompanying troops in the field, and that on many occasions, owing to stress of circumstances, it would be expected to shift for itself. In view of the difficulties he had experienced, he had proposed that a Field Post Office should be constituted on a somewhat similar system to that of the English Army Postal Corps of which the officers received temporary rank as Lieutenants, Captains, &c., according to their grade, and he observed that the expediency of this course had been recognized in the Telegraph Department, and that temporary rank was in future to be accorded to officers of that Department proceeding on field service. He gave it as his opinion that the head of a Field Postal Department should be a European and socially qualified to mix with officers of the army generally. Among other duties which had fallen to him in the field was that of appointing, in communication with Commanding Officers, British and Native soldier-clerks to act as postal clerks with the outlying brigades or regiments; that while on the march from Sukkur to Kandahar he and his staff were frequently on the move from before daylight to 1 or 2 o'clock in the afternoon, and that as soon as the camp was pitched the Field Post Office would be opened and mails received or despatched. He also mentioned that while in Egypt he had frequently to conduct business with the Canal authorities and officials of the Egyptian Postal administration, and had found a colloquial knowledge of French very needful. Having regard to the energy and resource

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necessary for the performance of the duties he had mentioned, he considered that a Native of India is not qualified either to be the head of a Field Postal Service or a Superintendent in it. He gave it as his opinion that for the present the Superintendent in Beluchistan must be a European, not only on account of the trying climate, but also because of the difficulties of procuring accommodation when on tour. He pointed out that in that Division inspecting officers are in a great measure dependent on European officers for shelter and accommodation, and that as the Department had to look largely to the Engineering staff and to officers commanding military posts for the custody of cash collections and for the provision of Post Office accommodation, business is much facilitated when the Superintendent is a European who can hold free intercourse with the resident officials. On the other hand, he considered that a Native Superintendent could discharge the duties of that office in Sind, and he mentioned that a Parsi is now doing so. From his experience of Assam he was able to say that a Native Superintendent is unsuitable to that Province owing to the large number of resident European planters and the difficulty of Procuring accommodation and means of transport without their assistance. Mr. Cornwall expressed himself in favor of promotion from a general list rather than by Circles. Though he admitted the difficulties that attached to the former system, he preferred the latter as affording a better opportunity to good men to come to the front. He expressed his concurrence in the opinion given by Mr. Fanshawe on the question as to the division of the service and the direct appointment of outsiders to the upper posts. At the same time he considered that occasionally it is desirable to introduce new blood into the Department. He admitted that there is force in the complaint that the grading of Mail officers with Superintendents interferes with the reasonable expectations of senior officers in the Circle, but he considered that Mail officers might be properly transferred to the Railway Mail Service. With regard to that service he was disposed to think that the Head Superintendent in each Circle should be a European, but he confessed that he was unable to say why a Native should not hold the post equally well. He stated he had heard no complaint that sufficient respect is not shown to Native officials by the servants of Railway Companies: and although it is natural that English Superintendents should know better how to deal with Railway officials, he thought it quite possible for a Native Superintendent to acquire the necessary tact and experience, and he testified that the Native Superintendents of whom he had had experience had always done their work exceedingly well.

In answer to Mr. Fanshawe, Mr. Cornwall stated that having been responsible for the Postal administration of Assam he would, speaking generally, prefer to have a European Superintendent there, because he would have to deal entirely with planters, and the Department was largely dependent upon planters for the maintenance of Post Offices and the provision of transport. He admitted that if promotion were regulated by an Imperial list, the Director General might have more hesitation than the Postmaster General of a Circle to give exceptional promotion to men of exceptional merit, and he stated he was aware that the Superintendents have been consulted and that the majority had declared themselves in favor of promotion by Circles. He attributed that result to the circumstance that the majority are Natives of India, who experience special hardships as compared with Europeans when they are transferred from one Province to another. Lastly, Mr. Cornwall brought to the notice of the Sub-Committee the claim of the Uncovenanted officers of the Department to promotion to the posts of Postmaster General. He argued that there are nine Deputy Postmasters General who perform on a smaller scale the same duties and exercise the same powers of patronage as a Postmaster General, and that the efficiency of the Department in every branch of its work is due as much to the services of the Uncovenanted heads of Circles as to those of the Covenanted officers in charge of these larger Circles; and he stated that he was not aware of any instance in which the Director General had found a Deputy Postmaster General wanting either in knowledge of law or in the efficiency of the general administration of his Circle. He pointed out that there are only two appointments in the Department open to Uncovenanted men of which the salary exceeds ₹1,000, and that one of them requires a special acquaintance with accounts. For these reasons he urged that three out of the six appointments usually held by Covenanted officers should be open to Uncovenanted officers, either European or Native, so that a direct incentive to good work might be held out to deserving officers in the superior grades.

Khán Bahádur Káwasji Jamsedji Lalkaka read a note on the constitution of the Post Office in the Bombay Circle. He gave it as his opinion that the Postmaster General must be a man of undoubted ability and strength of character, possessed of large powers of work, previous administrative training and some knowledge of law; that he must be able to hold his own with District Officers and with the Local Government, and to command the confidence and willing obedience of his subordinates, many of whom hold high positions. These qualifications

are, he observed, as a general rule, found in members of the Covenanted Civil Service, and therefore he maintained that a member of that service should ordinarily be selected for the office of Postmaster General. At the same time he thought that the office should remain, as it was, open to the Uncovenanted Service, and that if a Native had as Deputy Postmaster General acquitted himself satisfactorily in administering a small Circle, or had as a Superintendent shown himself to be qualified for it, he should receive the appointment, the pay being regulated by the two-thirds rule. At the same time he desired it to be understood that he did not suggest the appointment of an officer of merely average ability; for that no officer, who is not a really able head of a Circle, would satisfy Native Superintendents and officials of all classes in the Department. The selection of an officer with inadequate qualifications, with a view to give Natives a share in the higher appointments, would, he added, only lower the *status* of the Department and in the end injure the cause of Natives who constitute the large majority of the employés. He claimed that the appointments of Deputy Postmasters General afford a fair field for testing the capacity of Natives for the charge of larger Circles, and he allowed that the Bombay Circle had been fairly dealt with in this matter.

He considered that the rule that the appointment of Presidency Postmaster was open to a Native Superintendent or Postal officer of the rank of a Superintendent requires to be emphasized. He admitted that the appointment is a responsible one, but he maintained that a Native Superintendent who has successfully administered a Postal Division which ordinarily extends over two Revenue districts and in several instances includes Native States also, and contains from 100 to 150 Post Offices, is presumably equal to the duties of the Presidency Post Office. Although the control of the seven Mail officers on the Bombay-Suez line is attached to this post, and the officers are all Europeans, he believed that, inasmuch as only a man of exceptional abilities and character would be appointed, he would find no difficulty in working with a few European officers. He pointed out that this forms but a small fraction of the duties, and he asserted that some years ago a Native had acted successfully for several months in the appointment. He suggested that to train and test Natives for the higher appointment the office of Deputy Postmaster at Bombay should be freely conferred on Native Superintendents. He mentioned that by a departmental ruling this appointment is at present reserved for Mail officers who had no experience of Post Office work except on the sea line. He pointed out that the Deputy Postmaster would, when occasion arose, be appointed to act for the Postmaster and would thus establish a claim on the higher appointment to the exclusion of Native Superintendents who were his seniors in the service and in grade and had larger departmental knowledge and experience. He allowed that this ruling had been made on considerations of justice and without any intention that it should injure the interests of the Native Superintendents; but he insisted that it had this effect.

He admitted that Native claims had received full justice in the Bombay Circle in the promotion to Superintendentships, eleven out of sixteen appointments being held by them, while of five Europeans who had been in the Department, three had reached the grade before the rule restricting appointments to Natives was passed. He mentioned that with one exception all the Ntive Superintendents had entered the service on salaries varying from ₹10 to ₹50, and excellent as these officers had been pronounced by the Postmaster General to be, he expressed a confident opinion that a still superior class of Superintendents might be obtained, if Natives were allowed to begin their service on the same favorable terms as the exigencies of the service required to be offered to Europeans. He stated that in the Railway Mail Service a European is appointed with an initial salary of ₹100 and a daily allowance of ₹3, or of ₹200, with a daily allowance of ₹4, and in the Sea Post Office on a salary of ₹100, with free quarters at Bombay and free-messing on steamers, and at Alexandria, which are equivalent to another ₹100, while, with some exceptions, Natives, as a general rule, enter the service on salaries of ₹15 or 20. He showed by instances that the result of the admission of Europeans in a higher grade than Natives is that the latter reach the Superintendents' grade at a much earlier age than Natives, and that consequently it was natural to expect they would be their superiors in energy. While he did not advocate the general appointment of Natives outside the Department to posts of ₹100 or ₹200, as it would disappoint the reasonable expectations of the men who had consented to enter the service on lower rates of pay, he considered that the occasional appointment of educated Natives at once to posts carrying salaries of ₹50 to ₹100, and in the case of a very exceptional man of ₹200, would improve the tone of the service, inasmuch as the present conditions of service fail to attract Natives who have received a higher education. With regard to the Sea Postal Service, Mr. Lalkaka observed that though it is open to Natives, it is practically never officered by them, and that Europeans only are deemed qualified to hold the appointments because Mail officers have to deal with European

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passengers and P. & O. officers, and also with foreigners at Alexandria and Suez. Mr. Lalkaka asserted that the duties of a Mail officer are principally confined to sorting, and that the embarkation and landing of mails are regulated by rules, and carried out by the P. & O. Company, and that when the Mail officer desires to make special arrangements for the mails during periods of quarantine, he can obtain assistance from the British Packet Agent at Suez. He professed that he could see no reason why Natives should not perform these duties efficiently, especially if men of good address and manners are selected possibly from outside the Department. He admitted that the service might be distasteful to Natives, but he contended that they are nevertheless entitled to free admission to it if they desired it. But the main point to which he desired to call attention in reference to this service is the conditions under which members of the service are transferred to shore appointments. He admitted that it would be a hardship to debar them altogether from such appointments, but he objected to the ruling of the late Director General that because the Sea Post Office formed part of the Bombay Circle, officers in it should have a claim to appointment not only to the following four offices, *viz.*, the Deputy Postmastership, Bombay, the Assistant Postmastership, Bombay, the Managership of the Bombay Dead Letter Office, and the Postmastership at Aden, but also to Superintendentships in the Bombay Circle. He showed that by grading these officers with the Superintendents it might happen, and indeed had happened, that an officer from the Sea Postal Service would be promoted over the heads of several Superintendents, and that the promotion of officers in the Sea Postal Service itself might place them above their seniors in the shore service. In order to obviate these consequences to officers in the ordinary branch of the Bombay Postal Service, Mr. Lalkaka proposed that the Mail officers should look for their promotion either to the Railway Mail Service, of which the duties were in many respects analogous to those they had already discharged, or that they should be transferred on shore not to the Bombay Circle alone but to all the Circles of India in turn, inasmuch as the Sea Post Office was maintained not in the interests of Bombay only but in the interests of the whole of India. He mentioned that in 1871 the Director General had, in answer to a claim made by a Mail officer to an office on shore, pointed out that on the original establishment of the service he had impressed upon the members of it that they could not claim transfer to a shore appointment as a right, that as they were paid exceptionally large salaries for work of a peculiar description it was inconvenient that the Department should lose the benefit of their experience, and that the transfer of Sea Postal officers to the ordinary line would be very rare and made only under exceptional circumstances. Mr. Lalkaka observed that the restriction thus indicated had not been observed, and that although it had been again imposed on all officers who had joined the sea service after 1880, it could hardly be maintained, because it would be unreasonable to confine these officers to employment at sea during the whole of their service.

Mr. Lalkaka also read to the Sub-Committee an interesting note showing to what extent Native Postal officers had been employed for services in the field.

In 1878, when a Post Office was sent with the troops to Malta, a Parsi and a Mahomedan formed part of the staff.

In 1879 four Parsis and a Eurasian were sent with a Post Office to Beluchistan.

In 1880 a Jew, a Parsi, three Goanese or Native Christians, and three Hindus were deputed on postal service to Kandahar. Some of these perished at sea in the wreck of the *Vingorla*. On the same service a Parsi, three Mahomedans and two Hindus were subsequently employed.

In 1882 a postal staff was organized to accompany troops to Egypt. It consisted of one European, one Eurasian, one Parsi, one Mahomedan from Bombay and another from the Punjab, and three Hindus from the Punjab. But the orders were countermanded, and when a postal establishment was subsequently sent it consisted of one European, one Eurasian, one Parsi, one Mahomedan from Bombay and another from the Punjab, one Hindu from the Punjab, and one Native Christian.

In 1885 a postal staff was formed for the Soudan. It comprised one European, three Parsis, and two Eurasians. These officers were after some months relieved by one Eurasian, two Parsis, and two Hindus.

In the same year postal clerks were required in Beluchistan, and there were sent one Goanese Native Christian, two Parsis, and one Hindu, a Gujaráthi.

In answer to questions addressed to him Mr. Lalkaka stated that on the part of officers in the superior grades there had been no reluctance to proceed on field service, but that, on the contrary, there had been plenty of volunteers from all classes; but he admitted that there had been no Hindu volunteers from those grades, and stated that in the Bombay Circle there are no Mahomedans who have reached those grades. He allowed that on the part of the subordinate

staff there had been unwillingness to proceed on field service, but he stated that the Postmaster General had always been able to find Parsis and Native Christians who were willing to accept such employment. He attributed the unwillingness shown by some Natives to the insufficiency of the inducements offered in the shape of pay, inasmuch as it had never been difficult to obtain volunteers among the subordinates to proceed to Egypt and the Soudan, while very few had volunteered for Kandahar. He also stated that there had been difficulty in obtaining subordinates for Zanzibar and the Persian Gulf and Turkish Arabia, but that the Postmaster General had always been able to surmount it by selecting Parsis and Native Christians. He mentioned that the men who had been sent on foreign service, whether in a subordinate or superior position, had acquitted themselves satisfactorily. He expressed his conviction that if the Sea Postal Service were thrown open to Natives, Parsis would willingly take service in it.

Mr. F. B O'Shea, Superintendent of Post Offices and Personal Assistant to the Postmaster General, stated that he had proceeded to Suakim as Chief Superintendent of the Indian Post Office in Frbruary 1885, and that during the early part of the campaign he was in almost daily communication with the General Officer Commanding and with the Principal Naval Transport Officer regarding the carriage of mails by transport, with the Egyptian Postmaster and the Officers Commanding the British Army Post Office Corps, and to a less extent with other heads of departments; that his business principally lay with the Assistant Adjutant and Quarter Master General and the Naval Transport Officer, and that many matters were settled at personal interviews with them which could not have been arranged so smoothly or expeditiously by correspondence. He mentioned two instances in which he had been able to secure the revocation of orders which conflicted with the interests of the Department. He expressed his belief that a Native of India would be placed in a false position as Chief Superintendent of Post Offices on field service, as he would probably not have the same facilities of access to Military and Naval authorities and the same advantage in making arrangements unofficially as would be enjoyed by an Englishman, and he pointed out that even an English civilian is at some disadvantage when he has to work with an organization purely military, and that in recognition of this difficulty a Commissioned Officer of volunteers is always sent by the British Government on field service with a regularly constituted Army Post Office Corps. Mr. O'Shea bore willing testimony to the efficient services of Mr. Dorabji Mancherji Lalkaka, a Parsi Assistant Superintendent, who had accompanied him as Postmaster, and also of the five clerks, two Parsis, one Mahomedan, and two young Eurasians. Mr. O'Shea stated that he had also held the appointment of Superintendent of Post Offices in the Persian Gulf and Turkish Arabia; that the Departmental Postmasters in that division are Natives of India except at Guadar and Jask, where the duties are performed by European clerks of the Indo-European Telegraph Company. He mentioned that the only Post Offices in Turkish Arabia are at Bagdad and Busrah, where parts of the Consular buildings are occupied for the purpose, the Post Offices being under the control of the Consuls. He added that these offices were first established in 1863 with the approval of Namyk Pasha, then Wáli of Bagdad, and that owing to their efficient management their growth in popularity was so rapid that they had monopolised a very large share of the postal revenues of Bagdad and Busrah,—a circumstance which had excited the hostility of the Turkish authorities, and had induced the Ottoman Delegate at the last International Postal Conference to urge their removal. He stated that on this account in that Division, besides the ordinary duties of control and inspection, it is incumbent on the Superintendent to deal with questions of a semi-political character which can be most satisfactorily arranged by a European who is able to meet Political officers on equal terms. He also mentioned that there being no hotels in the towns of the Persian Gulf and Turkish Arabia, a European officer is obliged to find accommodation either with the Political officers or with British merchants, and that a Native Superintendent would be at a considerable disadvantage in this respect.

Being reminded by the Hon'ble Khán Bahádur Kázi Shahbudin that the Assistant to the Political Agent in the Persian Gulf is a Native and that the towns are Native towns, Mr. O'Shea explained that the Assistant is a permanent resident, and that though the towns are Native towns, the inhabitants are Arabs or Persians.

Mr. E. Jardine, Superintendent of Post Offices in the Persian Gulf, stated he had had ten years' experience in the Sea Post Office, and that as far as the actual routine work of that office is concerned he saw no reason why it should not be done as accurately by a Native as by a European; but that, at the same time, he saw reasons which appeared to him to render the employment of Natives as Mail officers impracticable. He observed that the European Mail officer has to deal directly with the Captain and Chief officer of the Mail steamer, and as a European gentleman meeting them on equal terms, he had many opportunities of arranging for the performance of postal work, for the accommodation of his staff of sorters when the steamer was overcrowded and of his staff of packers in bad weather, and generally in all cases

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in which the assistance and co-operation of the executive staff of the steamer are required; that in all such arrangements there is possibility of friction owing to temporary conflicts of interest, and that he was convinced that they could be more easily and satisfactorily effected by a European Mail officer dealing with European officers than they would be by a Native Mail officer. He also observed that the public with which a Mail officer has to deal is, practically speaking, European, and that although the occasions on which he comes in contact with passengers are not frequent, it is sometimes necessary for him to exert his authority to prevent them from entering the sorting room. He stated that the Mail officer is brought into business relations with the British Packet Agent at Suez, the Egyptian Railway Administration, and the officials of the French and Egyptian Post Offices, and that he did not think a Native would receive from these officials the same courteous co-operation as a European. He moreover pointed out that during the imposition of quarantine in Egypt the Mail officer has to deal with local representatives of the International Sanitary Council, and that it depends to a great extent on the promptitude and energy of the Mail officer and his capability of accepting and meeting altered conditions to secure the speedy transit of the mails. Another circumstance which he thought deserving of consideration is, that owing to the peculiar conditions of work in the Sea Post Office, the entire mail, including Government Despatches, remained open in the hands and under the sole responsibility of the Mail officer for ten days. He stated that Natives, principally Goanese, are successfully employed as sorters in the Sea Post Office; and that the Goanese are good workmen, steady and amenable to control, but, as a rule, inferior to European sorters when there is a pressure of work. He considered them superior to Mahomedans, who generally fall out with the second class passengers, and nearly always complain of their food. It being suggested to the witness that Natives educated in England, who are accustomed to mix with Englishmen on terms of intimacy, would possibly not be less efficient than Europeans as Mail officers, he replied that such Natives would probably not accept employment in the Sea Postal Service, and he could only say that during his ten years' experience of the work he had himself at times met with great difficulties.

Mr. Girdhar Mahadev Nagarkar, Superintendent of the 2nd grade, entered the Post Office on a salary of ₹15 as a Branch Postmaster in 1860, became an Inspector of Post Offices in 1865, and attained the Superintendents' grade in 1874. He stated that he endorsed the views which Mr. Káwasji Lalkaka had expressed respecting the constitution of the Department. He added that he advocated promotion by Circles, because he considered that a good man would be more certain of his reward, and that Natives, as a rule, desire to remain in the same Circle. He expressed his preference for recruiting the upper grades by the promotion of subordinates rather than by the appointment of outsiders, and he considered that sufficiently educated men can be obtained on the salaries now offered. He illustrated the inconvenience to which a Superintendent would be exposed by transfer to a foreign Circle by a reference to his own case. He mentioned that he had some young children who were now being taught English through the medium of his own vernacular, and that it would be necessary for him to leave them in the Bombay Presidency and maintain two establishments if he were sent to a Tamil or a Telegu country—to Bengal or to the Punjab.

Mr. Narayan Chimnaji Apte, Superintendent of the 4th grade, entered the Department in 1860 as a probationer on ₹10, and rose to the Superintendents' grade in 1881. He stated that he concurred generally in the views expressed by Mr. Káwasji Lalkaka; that he approved of the system of promotion by Circles; that he thought men of education should be introduced into the Department on substantial salaries, but that men in the lower grades should not be debarred from promotion. He asserted that so far as the Bombay Circle is concerned there were no disabilities which he would wish to see removed in regard to the appointment of Natives to the Department. He considered that some of the men who entered on small pay are of the same class as would be attracted by larger salaries. He mentioned that he himself has a brother, a pleader in the High Court and an LL.B., and that he had been educated up to the matriculation standard before he entered the Department, but that owing to the death of his father he had accepted an appointment on a small salary that he might contribute to the support of the family. He stated that he frequently came in contact with Englishmen, official and non-official, and had to correspond with Collectors and Political Agents, and that he had never found any difficulty in the discharge of his duty arising from the circumstance that he was a Native, but that he had always been treated with the respect which was due to an officer of the Government.

Mr. Madhavrao, Postmaster in the senior grade, stated that he entered the service in 1865 as Acting Head Clerk in the Bhuj Post Office on a salary of ₹40; that he was at present drawing a salary of ₹200, and had reason to believe he would shortly be promoted to a post of ₹300. He expressed his preference for promotion by Circles and for the recruitment of

the higher grades by promotion from the lower. He asserted that although there are not many graduates in the Postal Service, Postmasters are well educated as a class; that men of ability and education are, as a rule, selected for promotion; that Natives are treated with as much justice as Europeans, and that during his service of twenty years he had never heard a case of injustice to a Native officer in the Department. He also mentioned that he had a son who had passed the second University examination, and who had entered the Department on a salary of R25.

At the sittings at Poona two witnesses volunteered their evidence.

Mr. Gopal Vinayak Joshi stated that he had been employed as a clerk in the Bombay Post Office, had been promoted to Postmaster, and had left the service by reason that during his travels in Burma, Assam, China, Japan, and America he had remained absent without obtaining an extension of leave; and that he wished to give evidence as to the capacity of Natives for employment in the Department and the incapacity of Europeans and Eurasians. He complained that Europeans and Eurasians had been employed in the Department in violation of the Resolution of the Government of 18th April 1879. He asserted that experience had proved that Natives are the most qualified of the three classes, and quoted a passage in a letter, dated 10th May 1879, written by Mr. Monteath, the Director General, as directing the employment of Natives, and of them only, in the Department. He pointed out that the Postal Manual had been compiled by two distinguished Natives, Vasudev Pandurang and Babaji Sadoba, and he argued that Natives only could properly understand the spirit and intention of the original rules. He added that the ability of Babaji Sadoba had been recognized by the Director General, who testified that the best rules in the Manual were due to the vast information of that gentleman. He maintained that Natives as Superintendents, Postmasters, and Inspectors had proved themselves most efficient and had remedied the disorder occasioned by the employment of inexperienced European and Eurasian youths appointed to take charge of the Divisions of the Bombay Circle. The witness named several officers, and stated that out of these only one (A) had worked well; that (B) had been found unsuited on grounds of health; that (C) was dismissed, and (D) removed for incompetency; that (E) was transferred to an unpopular Division, because it was considered the best means of ridding the Department of him, and that after his transfer he retired; that (F) was removed from the Presidency; that (G) was found to be wanting and allowed to retire; that (H) could not get on with his superiors and had to seek a transfer to another Presidency, and that (I) threw his work into disorder and was relieved by a Native. He asserted that he remembered that the Postmaster General had expressed his regret at these and similar appointments and had recorded his opinion officially that Natives alone were fit to work in the Postal Department. He asserted that when the Sea Sorting Service was contemplated, the experience gained in the cases to which he had alluded justified the opinion that Natives only should be employed in that branch of the service, but that Mr. Monteath, being of a contrary opinion, had ruled that the service was reserved for the sons of gentlemen, meaning thereby Europeans only, and that accordingly the service was manned by Europeans. The witness maintained that these sons of gentlemen knew little of the work that was entrusted to them and did it very badly, and that instances had occurred in which mail bags were brought to Bombay unopened and unsorted, and that nevertheless the officers in fault had been allowed to continue in the service. He complained that Natives received different treatment; that Mr. Babaji Sadoba, to whom these gentlemen had been sent for training, was never promoted to the Presidency Postmastership, though one of his pupils, Mr. Hutton, was appointed Presidency Postmaster of Calcutta. He argued that the service having been shorn of its best prizes, Natives of superior capacity and powers of organization are not attracted to it, and that the few who enter it leave it dissatisfied and discontented. He claimed that the higher appointments of Postmaster General and Presidency Postmaster should be reserved for those Natives who have distinguished themselves in the service. As an instance of the injustice which, he alleged, Natives suffered, he asserted that when a Native was recommended for admission to the Bombay Post Office, Mr. Stuart had replied that he was anxious to introduce a European element into his office, and that he would not put in any Native if he could help it. Witness mentioned the names of seven gentlemen who, he stated, had been brought into the Bombay Post Office in preference to Natives. Of these he declared that two had been dismissed for drunkenness and debt, and that three had been promoted by leaps and bounds, while two others in the Mufasal had been dismissed for drunkenness and other reasons. He added that he was informed that the present Postmaster General was about to appoint a European from the Sea Postal Service to be Manager of the Dead Letter Office, a post which from its creation had been invariably held by Natives.

In answer to questions put by the Sub-Committee the witness admitted that he had

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made no distinction between non-domiciled Europeans and Statutory Natives, and he explained that his object was to show that Europeans did not work satisfactorily. On being reminded that he had complained that the orders of 1879 had been disregarded, he admitted he had not distinguished between non-domiciled Europeans and Statutory Natives, so as to ascertain particulars in reference to this complaint, and that many of the men he had mentioned had been appointed before 1879. He stated he was aware that the Director General had in 1880 passed a rule prohibiting the employment of Europeans, which even went beyond the orders of the Secretary of State, and he could not say whether the Director General's order had been disobeyed in any instance in the Bombay, Sind, and Central Provinces Circles. Regarding his complaint of the supersession of Natives by Europeans he stated that he referred to the promotion of Mail officers, and he admitted that he was not aware that they had been graded with Superintendents. He also complained that Mr. O'Shea had been promoted over him and other clerks to the Head Clerkship of the correspondence branch of the Presidency Post Office. He admitted that Mr. O'Shea knew and could write English better than he or they did, but he asserted that the rest of the work of that post required no great ability. He mentioned one or two other instances in which he said Natives had been superseded by Europeans. He stated that he knew of no case in which a Native Superintendent had been dismissed for misconduct, but that several Inspectors and clerks had been dismissed for misconduct or dishonesty. He allowed that since 1878 intelligent Natives had been receiving equal promotion with Europeans. On being asked to give instances of Natives who had left the Department in disgust he mentioned one who had been transferred to a Revenue office and one who had become a clergyman. In reference to the complaint made by him of the refusal of Mr. Stuart, the Presidency Postmaster, to employ Natives, he stated that he was not aware that the whole of Mr. Stuart's Head Clerks had, with one exception, for some years past, been Natives, but he allowed that he knew that out of 221 persons in the Presidency Post Office, only three are Europeans, and that at the present time all the Head Clerks, with one exception, are Natives.

Mr. Joshi stated that he believed that in these days Natives would take employment in the Sea Postal Service, and that he, a Brâhman, would be quite willing to do so and had at one time applied for it. He stated that although there are many Brâhmans and some other orthodox Natives in the Bombay Presidency who would object to go to sea, there are also a large number who had no such objection.

The Reverend Sorabji Kharsedji, a clergyman of the Church of England, stated that he had been employed in the Postal Department from 1865 to 1877; that he had entered the service as Inspector, had held several appointments as Disbursing Postmaster, and was holding an appointment of Inspecting Postmaster, an office corresponding with that of a Superintendent at the time he retired. He desired to give prominence to what he considered to be two grave defects in Postal administration, the insufficiency of the inspection to which Post Offices are subjected and the insufficiency of the salaries paid to Postmasters, having regard to the great pecuniary responsibilities imposed on them. He said that upwards of 400 Postmasters receive only R10 or R20, and that although in some instances the Postmaster's appointment was held by schoolmasters, it frequently happens that the Postmaster has no other employment, and that no educated man would apply for such posts.

Mr. Farrer, C.S., the Postmaster General of Madras, has favored the Sub-Committee with two notes describing the Circle under his charge, the distribution of the higher appointments and the qualifications of the holders of those posts. The extreme linear length, he observes, of the Madras Circle from north-east to south-west is about 950 miles and its extreme linear breadth about 450 miles. It embraces, roughly speaking, 140,000 square miles, but there are also Imperial Post Offices under the control of the Postmaster General in the Native States of Hyderabad, Mysore, Travancore, and Cochin. The total number of Imperial Post Offices in the Circle is 1,117, and the total number of officers and other persons employed in the Imperial Department is 6,418. There are also 73 offices maintained at the charge of the District Post Fund. This fund, to which the Local Government makes an annual grant, amounting at present to R1,07,000, is administered by the

Description of Officials.	Total No. of Officials.	
	Imperial.	District Post.
Superintendents	15	1
Inspectors	27	...
Disbursing Postmasters	25	...
Postmasters	648	73
Other Agents	445	...
Clerks	494	14
Postmen and Village Postmen	1,355	852
Overseers	78	23
Mail Runners and Mail Peons	3,092	596
Packers and other Miscellaneous Servants	239	...
Total	6,418	1,559

Postmaster General under the orders of the Board of Revenue. 1,559 officers and other persons are employed in this branch.

The Circle is divided into 11 Divisions, each of which is under the charge of a Superintendent. The area of a Division is in some cases very extensive. Thus the Vizagapatam Division comprises an area of 25,000 square miles and the Bellary Division an area of 19,000 square miles, and to that Division are also attached the Post Offices in the Hyderabad dominions. Two Superintendents are attached to the Postmaster General's office, and two, who are Examiners of Post Office Accounts for the Circle, are also at head-quarters.

Of the 15 Superintendents, two are Europeans, four are domiciled Europeans, four are Eurasians, four are Hindus, and one is a Mahomedan. Three of the Superintendents entered as probationers: the Postmaster General pronounces all of these three officers efficient and one of them highly so. The others entered the Department in the lower grades, and three, a domiciled European and two Natives, commenced their service almost in the lowest grade. Three of the Native Superintendents are at head-quarters: the other two are in charge of Divisions: one of them, a Mahomedan, the Superintendent of the Bellary Division, is mentioned as a very active officer. The Postmaster General thinks it probable that all his Native Superintendents could overcome the dislike to the constant travelling involved in the charge of a Division.

Mr. Farrer considers it a distinct advantage to have some European Superintendents in charge of Postal Divisions in a Circle. He includes in the term Europeans domiciled Europeans, and he observes that in some Divisions of the Madras Circle, such as Bangalore, which includes the planting district of Coorg, the Coimbatore Division which includes the Nilgiris and Wynaad, and others in which there are sea-ports with a European community, it is found that Europeans can perform the duties of Superintendents more efficiently than Natives, and are preferable to Eurasians, though their appointment is not indispensable; and that they are better able to dispose of complaints on the part of the public, and bring the Department into closer relations with the Executive of the Provincial Government. He mentions that during the Rampa disturbances it had been found necessary to employ a European Superintendent in organizing postal arrangements, and that although there are in the Circle two Eurasians who would be equal to this duty, it would be admitted, he believes, that there was no Native Superintendent who was so, and that a Eurasian would be at a disadvantage as compared with a European. For the reason that in time of peace there are appointments in which they can render more efficient service than Eurasians or Natives, and in times of difficulty their services are absolutely necessary, it appears to him expedient that a certain proportion of the Superintendents employed in the Circle should be Europeans.

To Eurasians also Mr. Farrer attributes the possession of many qualifications for efficient service as Superintendents, and he professes himself able to speak in very favorable terms of the value of their services in the Circle both as Superintendents and as Postmasters. Speaking of the Superintendents only he observes that the best of them are of active habits, are careful in inspection, patient and industrious, maintain strict discipline, and strive to carry out instructions. He adds that those who are engaged in sedentary employment bestow thought and care on their work. He prefers them to Natives as Postmasters in Military stations, and in stations where there is a large European community, and he states that many of them have a considerable knowledge of the people of the country, of the vernacular language, and of the conditions of life generally. For these reasons he is of opinion that in the Madras Circle they can properly claim a fair share of the higher appointments in the Post Office.

Mr. Farrer considers that the most common defect in a Native officer charged with the duty of controlling a large number of subordinates is a want of firmness—which sometimes leads him to take a weakly compassionate view of dishonest conduct, a course which, he observes, lowers the tone of official morality. Although in remote districts much may transpire that never comes to the notice of the head of the Circle, he nevertheless thinks that the danger arising from a want of firmness on the part of Native Superintendents may be minimised if the Postmaster General exercises a vigilant control. On the other hand, he admits that Native Superintendents possess advantages in their ability to converse with all classes in their native tongue and to find accommodation in outlying places. He characterises them as amenable to discipline, painstaking and industrious. On the whole, he considers that the Circle might be administered with a larger proportion of Native Superintendents than is at present employed in it. But he explains that the proportion is small because Natives with suitable qualifications have not obtained and have not sought employment in the Department. He considers it natural that men who have received a good education should prefer employment in other Departments which offer better prospects of promotion.

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Mr. Farrer deems promotion in the Circle preferable to the formation of a general list for the whole of India: but he insists that, if it be adopted, it must be strictly adhered to, as it will be difficult to obtain qualified men asrecruits in a Circle if there is a probability that senior men may be brought in from other Circles. He favors the Circle system, because he considers a knowledge of local conditions, of the character of the people and of the vernacular essential to thorough efficiency in a Superintendent, especially in Southern India, of which the circumstances differ materially from those of Bombay and the North-West Provinces, and the vernaculars are peculiarly difficult to master.

Mr. Farrer states that he has noticed with surprise the paucity of applications for employment in the Department and the low standard of qualifications possessed by the applicants, who appeared to be persons who had little or no chance of obtaining employment in any other Department. He attributes this to a practice too closely followed for some years past of regulating promotion by seniority without sufficiently recognising merit by selection. He advocates the admission from time to time of well qualified candidates at once to appointments carrying salaries sufficiently high to attract a good class of recruits, whose promotion should subsequently be regulated by merit rather than seniority, and recommends that the majority of the Superintendents should be obtained by a system which does not necessitate prolonged service in the lower grades or in purely clerical work. He observes that a Superintendent in charge of a Postal Division now requires an education and training of a high order, and that although it is essential that he should have acquired a mastery of the details of postal work, an educated person can acquire a knowledge of departmental rules and appreciate their application without a long apprenticeship in clerical routine. He further regards it as necessary to efficiency that a Superintendent should have a fair knowledge of the rules and working of other Departments and some acquaintance with criminal law and procedure and the law of evidence, and that he should be a person who can act with confidence on the frequent occasions on which he is brought into contact with District Officers and other local officials. Moreover, he conceives that a Superintendent, who obtains his appointment under a system of special selection, is more likely to command the respect of his subordinates than one who has worked his way up from the lower ranks.

Designation of Officers.	Rate of pay.	Europeans domiciled.	Eurasians.
	R		
Presidency Postmaster .	600—900	...	1
Deputy ,, .	150—200	1	...
Manager, Dead Letter Office	200—250	...	1
Postmaster, Hyderabad .	250—300	...	1
,, Bangalore .	200—250	...	1
,, Trichinopoly .	150—200	...	1
,, Coconada .	150—200	1	...
,, Ootacamund .	150—200	1	...
,, Madura . .	150—200	1	...
		4	5

Designation of Officers.	Rate of pay.	Europeans not domiciled.	Europeans domiciled.	Eurasians.	Hindus, Native Christians.	Mahomedans.
	R					
Manager, Postmaster General's office .	150	...	...	...	1	...
Manager, Stock Depôt, 7 Head Clerks, 4 Postmasters . . .	100—140	...	2	4	5	1
1 Cashier, 3 Clerks and 6 Postmasters .	100	...	...	4	6	...
2 Postmasters . .	90	...	...	1	1	...
8 Postmasters, 2 Head Clerks, 1 Clerk, 1 City Inspector . .	80	...	,,	5	6	1
2 Postmasters . .	70	...	...	3	8	...
4 Head Clerks . .						
4 Clerks . . .						
1 City Inspector . .						
6 Postmasters . .	60	...	1	5	27	3
3 Head Clerks . .						
3 Clerks, 23 Inspectors and 1 Overseer . .						
2 Postmasters . .	55	...	...	1	1	...
7 Postmasters . .	50	1	...	5	22	1
6 Head Clerks . .						
16 Clerks . . .						
TOTAL .	...	1	3	28	77	6

The tables in the margin show the distribution of appointments below that of Superintendent according to the nationality or class of the officers.

Mr. Farrer observes that although Europeans (domiciled) and Eurasians at present hold a majority of the higher appointments in this Circle, it does not seem, on a perfectly impartial view, that any injustice was done to Natives already in the Department when the selections were made, and that real merit has always been rewarded; he mentions in illustration of this opinion that one of the Native Superintendents was promoted over the heads of several Europeans and Eurasians, and he observes that if Natives aspire to fill a larger share of the higher appointments, more of the better classes must seek admission to the Department.

As regards the majority of the employés he considers that a high educational qualification is not required, though as a matter of fact many now in the lower grades have passed the University matriculation examination. He considers that a knowledge of English has become

necessary, but this, he observes, is often possessed in the Madras Presidency by youths who have not matriculated.

He testifies that the Superintendents, who, it will be remembered, have power to appoint to offices carrying a salary not exceeding R30, act with impartiality and exercise a wise discretion in the selections they make.

The first witness examined by the Sub-Committee in Madras was Mr. Sullen, the Presidency Postmaster. Mr. Sullen's experience in the public service has extended over a period of 38 years, of which 29 years have been spent in the Postal Department. He has served in almost every grade and successively held the appointments of Disbursing Postmaster, Superintendent of Post Offices, Superintendent of the Military Horse Van, Superintendent of Mails and the Bullock Train, and Personal Assistant to the Postmaster General; and he has officiated as Postmaster General. He has been employed in every part of India, from Peshawar to Calcutta and Madras. During the mutiny, he assisted in the defence of Ludhiana, he served in Afghanistan in the campaign of 1879-80, and subsequently rendered assistance in the Hazara and Afridi expeditions.

Mr. Sullen expressed his opinion that the appointments of Postmaster General should always be held by members of the Covenanted Civil Service. He observed that there are thousands of officials in each of the large Circles, and that the final control of such a large body of men, so as to secure efficient service from all, in itself requires capacity of a high order. Speaking from experience he asserted that the conduct even of runners requires the careful attention of the Head of the Circle, and that unless continual supervision is exercised by him discipline could not be maintained among them. He mentioned that in the Madras Presidency one runner line alone extends over 650 miles from Renigunta in the District of North Arcot to the Orissa frontier *viâ* the Northern Sirkars. He gave as another reason that it rested with the Postmaster General to determine in what cases a judicial enquiry should be instituted when offences against the Department were committed either by an official of the Department or by a member of the public, and that a knowledge of criminal law and procedure and of the law of evidence as well as sound judgment is required for the efficient discharge of this duty. Speaking again from his experience he maintained that the administration of the larger circles by Covenanted Civilians is more efficient, more liberal, and more impartial than that of any other class of officers, and he was convinced that the officials of the Department as a body prefer to have as a Postmaster General an outsider free from prejudices, personal interests and associations.

He considered that the qualifications necessary for Deputy Postmasters General are a sound English education, colloquial knowledge of the vernacular of the districts in which they serve, practical acquaintance with the rules and regulations of the Department, energy, activity, tact, and administrative ability. For this grade and for Superintendents he considered that domiciled Europeans and Eurasians, who are inured to the climate of India and possess a knowledge of the vernacular, are in most respects better qualified than Natives. He at the same time admitted that there are among the Native Superintendents men who are quite equal to Europeans and Eurasians. His objections to Natives as a class were that they are unwilling to travel by sea, or proceed on field service, or serve in other Presidencies at a distance from their homes; that they are deficient in activity and force of character, and hesitate to act on their own responsibility in an emergency. He declared that he had never known a Native Superintendent go round his Division on horseback, or exercise efficient control over his subordinates, especially when they happened to be of higher caste than he was.

Except in certain stations where Europeans predominated, he considered Natives better suited for the duties of Postmasters than any other class. In the towns he excepted, he stated that Natives had rarely proved successful as Postmasters. He also thought them peculiarly well qualified for the posts of Inspector, which require an intimate acquaintance with the Native population, especially the rural classes.

He mentioned that for service in the Post Office, especially in the lower grades, owing to the nature of the work, the very little leisure allowed, the hours of attendance, and, above all, the smallness of the salaries, the best classes of any community are not obtained; and that consequently there are so many uneducated men in the lower grades that it is difficult to obtain by promotion men qualified for the higher grades. Hence he thought it desirable that there should be a regular system of recruiting well educated men who should enter the service below the grade of Superintendents; but at the same time he expressed himself to be strongly opposed to the creation of a rigid and invidious distinction between the superior and the subordinate grades to the prejudice of men in the lower grades who might give proof of special qualifications and fitness for the superior grades. Lastly, he expressed his approval

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of the existing system of promotion by Circles, because he regarded it essential to efficient service that the Superintendents should possess local knowledge and acquaintance with the language of the country.

Mr. R. H. McKillop, Superintendent, a non-domiciled European, stated that he had served in the Department for 15½ years and that he appeared before the Sub-Committee to represent the claims of Europeans to hold controlling appointments in the Department. He contended that a certain proportion of the Superintendents should be European officers; he regarded the services of an officer of that race as absolutely necessary in such Divisions as Bangalore, where there is a large European population, Civil and Military, in Coimbatore, which included the planting District of the Nilgiris, and Wynaad, and in Divisions in which there are ports with a large mercantile community. He pointed out that European officers are chosen to organize the necessary postal arrangements on the occasion of military operations to quell frontier or internal disturbances, and he cited as an instance the Rampa rebellion in 1880. He observed that a Native is not qualified for this duty, and that a European has this advantage over a Eurasian or a Native that he is able to mix more freely with Military officers, and there is consequently less friction. He stated that some of the Divisions in the Madras Circle are very extensive and require for their efficient administration great physical energy; that promptness of action is necessary when offences have to be investigated or communications restored, and that a European has a greater idea of the value of time than a Native and would start sooner and travel with more expedition; that a European is ready to serve anywhere while a Native prefers employment near his home, and that the European associates more readily with officers of other Departments of the administration. At the same time he professed that he desired to see the better class of Eurasians and the better class of Natives admitted to the service on equal terms with officers of European parentage. He considered it expedient, as a general rule, to bring in men as Superintendents from outside the Department, but he professed himself unwilling to debar altogether from promotion Europeans, Eurasians, or Natives, who have shown marked ability in the lower grades. He was of opinion that ordinarily the office of Postmaster General should be held by a Covenanted Civilian, but he advocated the occasional appointment of Uncovenanted European officers who had shown in the controlling grades exceptional merit and fitness for the post: he expressed his conviction that a Eurasian or Native in such an appointment would fail to secure the same respect from the subordinates as a Civilian or Uncovenanted European. He considered that the best system of promotion is in the Circle, but he complained that promotion is slow.

Mr. John Bower, Superintendent, a Eurasian of 17 years' service, appeared to represent the claims of that community. He complained that persons desirous of obtaining employment in the Department are compelled to enter in the lower grades, and that promotion is, as a rule, regulated by seniority. As a consequence he stated that the service is recruited from a class inferior to other candidates for the public service, and mainly from men chiefly qualified for clerical work. He stated that formerly the rule respecting seniority had been less strictly observed, and that merit was less exceptionally recognised. He mentioned that in the Madras Presidency Europeans and Eurasians hold 75 per cent. of the posts carrying salaries of R200 and upwards, and 50 per cent. of the posts carrying salaries of R50 to R100; and that, with the exception of four, all the European and Eurasian officers whose salaries amount to R200 and upwards had risen not from the lower grades, but under more favorable circumstances; but he apprehended that in a few years Europeans and Eurasians would be sparsely represented in the higher grades; for whereas a Native could afford to enter the service on a low salary, a European or Eurasian could not do so without assistance from his friends, and he asserted that even the Natives who enter the service are not the best but of an inferior class. He observed that in the Revenue and Judicial Departments men are allowed to enter as volunteers and undergo a course of training and are able to maintain themselves by copying and other miscellaneous work until they receive appointments suitable to their qualifications; that in the Telegraph Department the lowest initial salary is R30, and in the Department of Public Works and Salt it is still better, and that mercantile firms also have regard to race in fixing salaries, and he complained that equal consideration was not shown in the Post Office. To make the Department more attractive to superior men of all classes, Mr. Bower advised that the service should be divided into a controlling or administrative and a ministerial branch, the latter consisting of all posts with salaries not exceeding R50, the former of all posts carrying a higher salary.

He was of opinion that the Director General and the Postmasters General should be selected from the Civil Service as it is less likely they would be imbued with departmental prejudices, but that all other appointments in the service should be given to Natives of India.

He considered that it would be objectionable to bring out men from England or appoint Europeans who came to India in search of employment; for such appointments impeded promotion and caused irritation. In case of proved merit he would allow promotion from the subordinate to the superior branch, and he advocated the reservation of a certain number of posts with salaries of R50 for men who might appear to be suited for the superior service, and who should be promoted to it according to their qualifications and conduct, not by seniority.

He hesitated to distribute classes of appointments on a race principle and would leave the distribution to the Head of the Department, but he admitted that Natives would probably be best fitted for Inspectorships.

The Middle School examination he considered a sufficient educational test for the subordinate service, and any University examination for the superior service; but for the latter, he would require as an additional qualification a certain *status* in society. He considered that an acquaintance with one or more vernacular languages is useful and a certain knowledge of law and police duties, and he was willing that appointments should be made by selection and not necessarily by competition.

To the objection which had been raised to the employment of Eurasians that they are ignorant of the vernacular, he replied that it was not well founded in the Presidency of Madras, inasmuch as the importance of such knowledge had been for so many years recognized and provisions made in most schools for teaching the vernaculars; that such a knowledge is only required in the lower appointments, and that in large offices, such as Hyderabad, Munshis are specially engaged to decipher addresses.

He considered that the alleged disinclination of Eurasians for employment in the Department might be explained by the insufficiency of the prospects and the smallness of the initial pay. He regarded employment in the Post Offices as especially suitable for Eurasian women, and expressed his conviction that if it were notified that female candidates with a knowledge of the vernacular would obtain employment, there would, in the course of a year or two, be as many applicants as there were now for employment in the Educational Department. He maintained that the Eurasian had done his work as creditably as the Native, and that by reason of his European habits of life he is as able as the European to discharge those duties for which Europeans were regarded as specially qualified. He asserted that the class is gradually rising in social position and has already made its mark in some Departments of the public service and in the profession of law and medicine. He claimed that a Eurasian can command the respect and confidence of his subordinates, European as well as Native, and can maintain discipline; that he possesses more general information than the Native, and has been found not wanting in energy, tact, and readiness to act in cases of emergency; that he can vie with the Asiatic in his knowledge of the vernacular and of the habits and customs of the people, is ready to proceed wherever duty calls him, and is free from the ties of caste and from the obligations of religious ceremonies which hamper the Hindu. He added that during the last Afghan campaign the postal staff consisted chiefly of Eurasians; that two of the Eurasian Superintendents of the Madras Circle did good service and one of them received a medal; that of the Brahmans and other men of high caste some declined to go to the front when ordered, and others who went were unable to endure the climate and other changes, while the Eurasians went cheerfully, did good service and gave proof of their physical endurance by remaining to the last at their posts.

Mr. V. Kanakasabhai Pillai, B.A., B.L., Examiner of Post Office Accounts, stated that he entered the Department in 1874 as a clerk on a salary of R15; that at short intervals he obtained posts on R50, R60, and R70; that in 1877 he obtained a year's leave and practised as a pleader, but returned to his appointment in May 1878, and that in 1880 he was promoted to the grade of Superintendent on R200. He mentioned that he had served under eight Postmasters General, of whom four were Covenanted Civilians and four Uncovenanted. He considered that the appointment of a Covenanted Civilian to the Postmaster Generalship is very desirable, because his experience of other branches of the public service enables him to introduce salutary changes in the administration of the Post Office; and as no prosecution is undertaken and no refund of Savings Bank deposits made without the sanction of the Postmaster General, the knowledge of law and procedure possessed by Covenanted Civilians is of material use. On the other hand, he expressed himself averse to confine the appointment to Covenanted Civilians. To stimulate supervising officers it is desirable, he thought, that the office should be conferred occasionally as a reward on Presidency Postmasters and senior Superintendents who possess superior education and administrative ability and have rendered signal services. Such men, he observed, would be able to carry out reforms which their intimate acquaintance with details

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would suggest as effectual to suppress fraud, simplify work, curtail expenditure, and increase sources of revenue.

He mentioned that Superintendents and Examiners were originally selected from educated Natives and Eurasians till about 1872, when a special class of probationers for the Superintendents grade was established; that the probationers were mostly young men of good birth, taken fresh from school, and that after passing a departmental examination they were appointed Superintendents or Examiners; that one result of the system was that out of 12 vacancies which occurred in the Superintendent's grade in the Madras Circle between 1872 and 1884, nine were filled by men from Northern India and only three by men of this Presidency; that in 1884 this system was abandoned, and it was ruled that subordinates who passed the departmental examination and were reported to be qualified should be eligible for promotion to the Superintendents' grades; that some of the subordinates in his Circle had appeared for the examination and a few had passed, and that two vacancies which occurred since 1884 had been filled by selection from these men. He added that the new regulation had given great satisfaction and had retained in the Department good men who would otherwise have sought better prospects elsewhere. He admitted that Natives were usually selected as Inspectors. He complained that no definite principle appeared to be observed as regards admission to the subordinate grades. He stated that before 1872 educated Natives had been appointed to the higher clerical posts in order that they might qualify for superior service, and that three graduates who had been then admitted on salaries of ₹70, ₹80, and ₹100, had all risen subsequently to the Superintendents' grade, but that since 1884 no such consideration had been shown to educated Natives; that they were offered appointments on no higher salary than ₹15 or ₹20, and that consequently nearly all who accepted those terms, resigned after a month's service, and thus many good men had been lost to the Department. He asserted that as a general rule only such Natives are admitted as have passed the Middle School or Matriculation examination, and that they have to begin service as unpaid probationers or on salaries of ₹10; whereas some Europeans and Eurasians had been admitted on salaries of ₹70 or ₹100, and without any educational qualification. Now that Superintendents are recruited from the subordinate grades, he considered it indispensable that men of good education should be induced to enter those grades, and he recommended that, among Natives, graduates of fair ability and good physique should be selected and appointed on salaries of about ₹50 as clerks in Head offices, where in a year or two they would acquire a thorough practical knowledge of the work of the several branches of the Post Office.

He considered that the conditions of service in the lower ranks of the Department require attention; that the pay is small and the promotion slow, while the responsibility is great and the temptations numerous; that the hours of work are protracted, in some cases even into the night, and that there are no holidays; and that consequently the service is unpopular and attracted only those who could not obtain employment elsewhere. He advised that subordinates should be entitled to claim one month's leave on full pay after eleven months' service and be allowed pensions of one-third of their salaries after 14 years and of one moiety of their salaries after 22 years' service. These concessions would, he believed, attract better men. He considered it an anomaly that the service of a Sub-Postmaster on ₹10 is considered as inferior service for purposes of pension and the service of his subordinate, a postman, as superior service, for the work of the former is far more responsible than that of the latter.

As to the capacity of the several classes for rendering efficient service he admitted that in districts where there are planters or large European communities and in field service during war, Europeans and Eurasians would be found more useful than Natives as Superintendents, but he contended that in other parts of the country and during peace educated Natives would, as Superintendents, possess the advantages of (1) a knowledge of the vernacular which enables them to inspect more closely the work of their subordinates, to inquire into complaints, and when a line is interrupted to communicate directly with village head-men and procure assistance; (2) being accustomed to the climate and modes of travel they are better able to bear fatigue than Europeans and can find accommodation in villages where there is no place of rest for a European; and (3) greater knowledge of the details of work which can only be acquired by a service of some duration in the clerical grades.

Mr. Kanakasabahi Pillai complained that although the rules provided that appointments should with certain special exceptions be reserved for Statutory Natives, no Native of the Department had for 45 years been raised to the rank of a chief officer, the last Native holder of such an office having been Mr. Maridoss Pillai, who was Deputy Postmaster General of Madras about the year 1842-43.

He claimed that a few more Natives should be appointed Superintendents considering the

proportion the Native community bore to the European and Eurasian and the large number of educated Natives available for employment.

He stated that there are very few educated Natives in the Department; that there are not more than ten graduates in it throughtout India, of whom only four had risen to the grade of Superintendent; that many Natives now holding high appointments in the Post Office are not men of high education but have risen after long service, and that it is therefore unfair to compare them with educated Europeans, and that no real trial has yet been made of educated Natives in this branch.

As to the objection that Natives are wanting in energy he attributed it to the comparison of comparatively young Europeans with Natives who have passed years in the service. He mentioned that comparing youth with youth the Native would not be found wanting in energy, and in support of his opinion he pointed out that service in the Police, where Natives are largly employed, demands far more energy and endurance than service in the Post Office. To the objection that Natives would abuse patronage he replied that this failing was common to all races, and that he was not aware that Natives had given proof of it in the Postal Department in Madras; and he met the objection that Natives are unwilling to leave their country by asserting that four Natives of the Madras Presidency had volunteered for field service in Egypt and had been sent to Suakim, and that ten Natives and two Eurasians had volunteered for service in Upper Burma, had been sent to Mandalay and had returned only when disabled by illness or when their services were no longer required, and he expressed his conviction that volunteers would be forthcoming when their services were required.

In answer to questions put to him by Mr. Farrer he further stated that in his opinion Superintendents should pass through and remain in the clerical grades for one or two years; and that he would make them enter in such a grade that the salaries would be insufficient for Europeans and Eurasians; and that if men of the latter classes are required in the Department, special rules should be made respecting the salaries to be assigned to them. In conclusion, he admitted that he was unable to say how many of the Eurasian and European Superintendents are ignorant of, or how many are acquainted with, the vernacular, and also that he could not say whether highly educated Natives seek employment in the Department.

Appendix O. 13.

POLICE DEPARTMENT.

MADRAS.

Madras. — Police.

The Police Department in Madras supplies constables as well as officers to the City of Madras, and no distinct force is maintained as in the other Presidency Towns. There are 49 gazetted and 180 non-gazetted appointments, carrying salaries of Rs. 100 and upwards; of these, thirteen are "Gentlemen Inspectors" or Probationers holding acting appointments as Assistant Superintendents.

The gazetted appointments are shown in the following table:—

	Rs.	Europeans not domiciled.	Europeans domiciled.	Eurasians.	Hindus.	Mahomedans.	Others.
1 Inspector-General on	2,500	1	...	...	...	...	...
1 Commissioner of Police for the City of Madras	1,500	1	...	...	...	...	...
2 Deputy Inspectors-General	1,200	2	...	...	...	...	...
1 Assistant Inspector-General	900	1	...	...	...	...	...
* 2 Superintendents, 1st grade	1,000	2	...	...	...	...	...
* 7 Ditto 2nd „	800	7	...	...	...	...	...
*13 Ditto 3rd „	700	12	1	...	...	...	...
1 Deputy Commissioner of Police for the City of Madras	750	1	...	...	...	...	...
* 1 Assistant Superintendent	600	1	...	...	...	...	...
*19 Ditto ditto	350—500	15	4	...	...	...	...
1 Assistant Commissioner of Police for the City of Madras	350—450	...	...	...	1	...	...
TOTAL		43	5	...	1	...	...

It will be seen that one Superintendent and four Assistant Superintendents are domiciled Europeans. Of the thirteen Acting Assistant Superintendents, two are domiciled Europeans. The other gazetted officers are Europeans not domiciled in India.

The non-gazetted appointments are thus distributed:—

	Rs.	Europeans not domiciled.	Europeans domiciled.	Eurasians.	Natives of India.			
					Hindus.	Mahomedans.	Others.	TOTAL.
4 Chief and Special Inspectors	300	...	2	...	1	1	...	2
39 Inspectors, 1st class	200	2	6	2	22	6	1	29
57 Ditto 2nd „	150	10	9	10	23	5	...	28
80 Ditto 3rd „	100	2	16	16	39	6	1	46
TOTAL		14	33	28	85	18	2	105

The Chief Inspector has a sub-divisional charge on the Nílgiri Hills, the Special Inspectors are employed on the detection of grave and organized crime.

The grade of Chief Constable is not recognized in the Madras Police, but there are 238 Inspectorships with salaries ranging from Rs. 40—75.

* A grading of Superintendents and Assistant Superintendents has been sanctioned, and is being gradually introduced. The grades will be as follow:—

	Rs.
2 Superintendents, 1st grade	1,000
5 Ditto 2nd „	800
7 Ditto 3rd „	700
9 Ditto 4th „	600
6 Assistant Superintendents, 1st grade	500
8 Ditto ditto 2nd „	400
7 Ditto ditto 3rd „	350

European Head Constables, of whom there are a few in the Mufasal, receive Rs. 35, Native Head Constables from Rs. 12 to Rs. 25, and Constables from Rs. 6 to Rs. 9.

The Madras Police Force was organized in 1859-60 by Mr. (afterwards Sir William) Robinson, and the appointments of Superintendents and Assistant Superintendents were at first conferred only on officers of the army. Although himself a civilian, Mr. Robinson considered that the qualities required in the superior officers of the Police Force—*viz.*, habits of command and self-reliance, of discipline and obedience to duty—were developed by a course of military training and experience, and that the social position bestowed by Her Majesty's Commission commanded the confidence of the Magistracy and the people. This system of recruitment continued from 1859 to 1869, when the supply of Military officers was no longer available.

Europeans of good social position and some education were then appointed in India as Acting Assistant Superintendents, and received substantive appointments when vacancies occurred. The Uncovenanted Civil Service Leave and Pension Rules do not recognize any acting tenure of office where the officer has not a permanent appointment, and the rules of the Civil Pension Code declare that service as Probationers for the Police shall not count for pension until the Probationer has served for two years and has passed the prescribed examinations (Civil Pension Code, Section 74, Rule 4); but in this Presidency, to enable officers who had been brought in on acting appointments to count as service the period during which they had been acting, they were, in a few instances by retrospective orders, appointed for that period to any vacancies in the Head Constables' appointments that might not have been filled up. Other Europeans entered the Department as ordinary Inspectors and served for some years in that grade, when they were gradually promoted to Acting Assistant and afterwards to Assistant Superintendentships.

This system continued, with few exceptions, up to 1878, since which year, with one exception in 1879, all Assistant Superintendents have joined the Police as Inspectors, and have been promoted from that grade. Up to 1880 the appointment of Inspectors was made by the Inspector-General of Police, and promotion from Inspector to Assistant Superintendent by the Governor on the recommendation of the Inspector-General.

In 1880, a change was introduced, which is thus described by the Departmental member: "Young gentlemen were nominated as Inspectors by His Excellency the Governor and were appointed as such by the Inspector-General, and it came to be understood that only such nominees would thereafter be eligible for promotion to the grade of Assistant Superintendent. There is no record of any such arrangement having been made, and no orders limiting the number of nominees to whom the term 'Gentlemen Inspectors' then came to be applied." This system created considerable discontent among the subordinate staff: the "Gentlemen Inspectors" were promoted out of due course to the highest grade, and the Inspectors who could look forward only to promotion in those grades saw their chances of advancement rendered uncertain by the number of "Gentlemen Inspectors" who might be appointed to the higher grades. The Inspector-General also states that they were "aggrieved by seeing men of inferior calibre to their former officers put in over them." It should, however, be stated that in 1885 an existing grade of Sub-Inspectors was abolished, and the sanctioned number of Inspectors in the 1st and 2nd grades increased by 12 in order to remedy the grievance of which the officers of the subordinate staff had reason to complain.

Under a recent order the term "Gentleman Inspector" has been altered to Probationer, and the number of such officers limited to twelve. The nomination to this grade rests with His Excellency the Governor; no qualifying test is required of probationers on nomination or appointment.

Rules have been framed requiring all Uncovenanted officers of the higher grades serving in the Police to pass an examination in the following subjects:—

The Indian Evidence Act.
The Code of Criminal Procedure.
The Indian Penal Code.
The Police Act XXIV of 1859 and other local and special laws affecting the Police.
Criminal Rules of Practice.*
Police Departmental orders and practice.

Examinations are to be held half-yearly, and officers are required to pass at the first examination after they have completed one year's service in the Police.

Gazetted officers of the Police are also required to pass within one year after appointment an examination in the vernacular of the district to which they are posted, but no officer may

* *i.e.*, the rules framed by the High Court for the guidance of the Subordinate Courts of Criminal Jurisdiction.

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be compelled to pass in a second vernacular language either on transfer from one district to another or when two vernaculars are recognized as the language of a district.

Officers who present themselves for the law examination are allowed access to their books while under examination in all subjects except Police Departmental orders and practice. The qualifying minimum of marks is five-eighths of the total assigned to a subject.

There is no rule authorizing an extension of the time prescribed for passing, but in practice the rules as to the time at which the examinations should be passed are not observed. From a return furnished by the Departmental member, it appeared that an officer appointed in May 1883 had not in August 1887 passed the examination in the vernacular, nor in the Penal Code or Departmental paper. In another case, an officer appointed in November 1882 did not pass the vernacular test till January 1887.

The rule may be understood to apply only to officers who have received permanent appointments, but in that case officers could be, and, it appears, have been, allowed to remain in the Department for an indefinite period without passing those tests which the Government has pronounced to be essential for the efficiency of Inspectors.

The rules contain no provision for allowing officers to take up the subjects of the law examination separately, but in practice this has been permitted, or rather if a candidate passes in any one subject but fails in others, he is not required to take up at the subsequent examination the subject in which he has passed.

Inspectors are appointed by the Inspector-General, and ordinarily on the recommendation of District Superintendents; promotions are also made to this grade from men who have served as Head Constables. Among Inspectors, promotion from the lower to the higher grades is generally regulated by seniority combined with efficiency and good conduct, but the greater ability, superior attainments and better work of a junior Inspector are not unfrequently regarded as justifying a departure from the rule of seniority.

Inspectors are required to pass an examination in the departmental test and also an examination in Law similar to that prescribed for Assistant Superintendents except Criminal Rules of Practice. They are not allowed the use of books, and must pass in all the subjects of the Law examination simultaneously. They are also required to pass the same vernacular tests as gazetted officers.

Head Constables and Constables are appointed by District Superintendents, in whose hands also rests the promotion of Constables to the Head Constable's grade subject to the sanction of the Deputy Inspector-General.

The leave and pension of the members of the Force, when not regulated by the rules relating to Military officers in civil employment, are regulated by the provisions of the Civil Leave and Pension Codes relating to the Uncovenanted Service.

The professional attainments necessary for efficient service in the Police are a knowledge of the vernacular language of the district, of Criminal law and procedure in its various branches, and of Departmental rules and practice, and the Inspector-General states that these are tested by examination before an officer is confirmed in his appointment. He considers that the other qualifications essential in the higher grades are energy, both mental and physical, firmness, a capacity for bodily fatigue and work under difficulties and ill-health, common sense combined with the strictest truthfulness and integrity, and ability to command and earn respect. He states that candidates for employment in the gazetted ranks of the Police are usually the sons of English gentlemen, in whom the qualities enumerated by him may usually be expected and are certainly found to a much greater degree than in any other class of the community. The fact that other classes do not to any extent possess these qualities is the reason, he adds, why the higher grades are not thrown open to them. It appears probable that candidates from other classes are not more numerous because they are aware that the appointments have in recent years been practically closed to them.

Members of respectable families of nearly all classes of the community—Europeans, Eurasians, Brahmans, Kshatrayas, Vaisyas, Sudras and Mahomedans—seek employment as Inspectors in the Police, and the Departmental member states that, from their knowledge of the language, customs and habits of their fellow-countrymen, Natives make excellent Inspectors of Police, and many of them good detectives.

The Departmental member is, however, of opinion that they would not be qualified for the superior grades of Superintendent and Assistant Superintendent, and in support of his opinion he quotes the following passage from a letter written in 1867 by Mr. Robinson, the then Inspector-General, to the Chief Secretary:—

"With regard to Natives they are most useful and intelligent subordinates under efficient and respected European officers. They necessarily fill the great majority of all Police appointments

in the Presidency, save those of District and Assistant Superintendents. For these posts the classes of Natives in this Presidency who qualify for civil employment are wholly unsuited. They are deficient in those habits of discipline and command which are essential to the maintenance of an organized force. They are wanting in self-reliance, resource and pluck to meet emergencies, nor do they possess the strong will and determined energy and persistence which are indispensable for the constant and irksome work of personal inspection over a wide area, without which a Police force languishes and falls into confusion, and grave and organized crime cannot be dealt with. They will perform this work under stimulus from others, but it is distasteful to their dispositions and habits, and if left to themselves, they invariably neglect it. When the country is wild and inaccessible they can scarcely be got to do it even under constant pressure and with the praiseworthy example of their European officers before them. To this may be added the grave risk of want of integrity in a post of exceptional temptation, and of want of confidence and assurance on the part of the District Magistracy and people. As regards the Force itself, the existence of caste feelings and other local influences weaken the confidence of subordinates in the impartiality of such superior officers. It is essential to efficient Police working that the closest relation should be maintained with the European Covenanted Magistracy. This cannot be attained without the existence of complete social equality, which must be wanting in the case of Uncovenanted European and Native agency, were such substituted for the Commissioned officers of Her Majesty's Service who now occupy the confidential posts of Superintendent and Assistant Superintendent of Police."

In a note as Departmental member, the Acting Inspector-General observes that difficulties would be likely to attend the employment of Natives in the superior grades owing to the *quasi*-military duties entailed on officers in those grades. He considers them deficient in those habits of discipline and command which are essential to the maintenance of an organized force, and he apprehends that, should any necessity arise for keeping the peace between turbulent religious sects or factions, an Asiatic would find it nearly impossible to act impartially, and that he would be powerless in localities where the non-official European predominated. He expresses a doubt whether any better class of Natives would offer themselves for the appointments of Assistant Superintendent than now accept employment as Inspectors. He is also opposed to promotion from the grade of Inspector to that of Assistant Superintendent. He considers that the training of the latter should be distinct, and he denies that service in the ranks affords suitable instruction for the performance of the duties of the superior grade. He would reward long and good service among the Inspectors by higher salaries than those which they now receive, and would encourage them, if they were not contented with their prospects in the Department, to look for promotion outside, it being in his judgment questionable whether, making every allowance for experience, it is not better for the Department that the older men of twenty years' standing and upwards should be replaced by younger men of more energy.

The Government of Madras, in forwarding the Inspector-General's original memorandum to the Sub-Committee, notices that the remarks attributed to Sir W. Robinson were made twenty years ago, when the Force was in some districts hardly organized, and when military superintendence was available and considered essential, and His Excellency the Governor in Council expresses his willingness to try the experiment of promoting a few Native Inspectors of tried physical activity, patience and firmness, courage and integrity, to the Assistant Superintendent grade.

It appears to be the opinion of the majority of the officers consulted by the Sub-Committee that the present system of appointment to the superior grade does not ensure efficiency.

The Acting Inspector-General observes that, although some of the officers who succeeded the Military officers have turned out very good Police officers, they cannot, as a whole, be taken as a success. He instances two officers who were brought out to these appointments from England as decidedly efficient Police officers, but he observes that one of them came into the service with the advantage of having had several years' training in a British regiment.

In reference to the inquiry made by the Sub-Committee as to the fitness for employment in the superior grades of Europeans domiciled in the country and Eurasians the Inspector-General observes that, although there are notable exceptions, Europeans domiciled in this country possess only one advantage, *e.g.*, colloquial knowledge of the vernacular, but that this advantage is counterbalanced by inferiority in other respects, in that they have not the same strict sense of honor, strict regard for truth, and the same independence and energy as young men educated in an English public school, while Eurasians in his judgment neither command the same respect, nor possess the same influence, as a domiciled European or a pure Native, and in cases of emergency and in posts of danger and difficulty, they generally prove weak.

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Seeing that Military officers cannot now be obtained for the Police, the Departmental member suggests that the grade of Assistant Superintendent should be recruited in the following manner, *viz.*, that appointments in the Police should be offered by the Secretary of State to the first few men in the list of those who fail at the examination for entrance into the Royal Military College, Sandhurst, and that the recruits thus obtained should spend a year at the Royal Military College, or six months with the reserve of the Metropolitan Police, or the same time with the Irish Constabulary, or be brought out to India and appointed to do duty with a Native Regiment at the Presidency town for six months, during which they should attend the High Court and Magistrates' Courts and take notes of cases. He also advises that it should be made an essential condition that, after arrival in India, they should remain as probationers until they have passed the same law and vernacular examination as is prescribed as the first or lowest test for Assistant Magistrates, and that the examination in law should be passed without the use of books. In order to attract to the service smart young men of fair education, the Inspector-General considers that the social position of Police officers should be defined in the table of Precedence, from which they are now omitted, and that Assistant Superintendents should rank with Lieutenants, 3rd and 4th grade Superintendents with Captains, and 1st and 2nd grade Superintendents with Majors. He also observes that the officers of the superior grades are at present brought under the rules for leave and pension framed for the Uncovenanted Civil Service, and to suit the circumstances of Natives; and he urges that, inasmuch as they are recruited from the same class as officers for the Educational and Public Works Departments and have more arduous duties to discharge with greater exposure to climate, they should be entitled to no less liberal leave and pension rules.

The Departmental member has invited the attention of the Sub-Committee to a minute by the Hon'ble Mr. R. S. (afterwards Sir Robert) Ellis, and to two notes recorded by Major Hearn, Inspector-General of Police, in 1870 and 1876. Writing in 1876, Mr. Ellis pointed out the peculiar advantages which had flowed from the power of selecting European officers from the army. The Inspector-General of Police had, he observed, always been able to obtain the services of promising young men thoroughly disciplined, acquainted with at least one vernacular language, and accustomed to deal with the Natives of the country; that he could afford to be severe in the rejection of officers who showed no special aptitude for acquiring a knowledge of Police duties, inasmuch as the officers who failed could, without any injury to their military career, be remanded to their regiments, and Mr. Ellis attributed it in no small degree to the firmness in rejection displayed by Mr. Robinson, that Madras owed the possession of the best Police in India. Regretting that the army was no longer available as a source of supply, Mr. Ellis proceeded to consider whether the Government could trust to the European community in India to furnish officers to the Police, or must seek to obtain regularly a certain number of qualified young Englishmen direct from England. He observed that although Government might occasionally find in India in the families of the officials some young men who could be trained for Police service, the source was uncertain and the risk was encountered of finding the Police service embarrassed with young men who had either been imperfectly educated in India, or who had failed in the outset of their careers elsewhere. Consequently, Mr. Ellis came to the conclusion that it was better to secure for the Police well-educated young men drawn from the middle classes in England. After describing the system adopted for the training of cadets for the Royal Irish Constabulary, Mr. Ellis advocated the adoption of a somewhat similar system for the training of young Englishmen for the Indian Police. He proposed that the Inspector-General of Police should indent on the Secretary of State for a certain number of cadets yearly, the appointments to be in the direct gift of the Secretary of State subject to the conditions that the nominees were not less than eighteen nor more than twenty-one years of age, were of robust physical constitution, and were able to pass such an examination as would prove them to be intelligent and to have received the education of a gentleman; that on their arrival in India, the cadets should be trained together at the Presidency under the Commissioner of Police, aided by an Adjutant or a Deputy, who should always be a Military officer; that they should wear uniform, live in quarters, and be subjected to tolerably strict discipline; that they should have a comfortable but not extravagant mess, and that their expenses should be limited, it being impressed upon them that extravagance and indebtedness would disqualify them for service in the Police; and that at the end of two years, if they had passed successfully through the training necessary to qualify them for the post of Assistant Superintendent, their probation should cease, and they should, as vacancies occurred, be appointed to that grade.

Major Hearn commenced his note by deploring the system of appointment which the Government had been compelled to adopt owing to the cessation of the supply of officers from the army, and he thus expressed himself as to the result:—

"Selections have been made from a class of men (the only class available) who, having

failed to strike out a career elsewhere, or having hesitated to face the difficulties of competitive examinations, have come to India to see what they could pick up. These men are not likely, as a rule, to be either of a high tone of mind or up to a fair average in education and ability. Of course, there will be exceptions here and there, but I speak of the general rule. The results of this system of appointment, so far as it has gone, have been such as to excite the gravest apprehensions for the future of the Police Force. * * The majority of the younger men hitherto appointed are not likely ever to become thoroughly efficient in a service which demands strong qualities. I have recently submitted to Government, confidentially, my opinion of the individual officers appointed under the new system, and I have shown how few there are who give hope of future efficiency when the time shall come for promoting them to the administration of a district. My opinion is shortly this, that as long as a strong leaven of military officers remains to hold the administration of districts, so long the deficiencies of the new class of Assistant Superintendents will but partially affect the efficiency of Police working, but when the time comes to give the reins to these men of feeble grasp, the organization of the Department will collapse and go to ruin."

Holding these views Major Hearn advocated the selection of Police officers from the Staff Corps, pointing out that the scheme proposed by him had the great recommendation that an officer who might not prove exactly fitted for the peculiar work of the Police could return to military duty, where he might still be most useful in a position requiring less independence of judgment and action. If, however, the course proposed by him were deemed inadmissible, he expressed his cordial concurrence in Mr. Ellis' proposals; but, to secure a larger field of selection by obtaining a larger number of candidates, he thought it advisable that the system should be made applicable to all India. He agreed that selection should be exercised, and that the entrance examination should be such as to guarantee a sufficient degree of education and intellectual capacity. The only particular in which he differed from Mr. Ellis was as to the duration of the probation, which, he thought, might be reduced to one year.

In January 1876, Major (then Lieutenant-Colonel) Hearn again addressed himself to this question. His remarks on the results of the system of appointment then prevailing are expressed in the following paragraph:—

"At this crisis in the history of the Madras Police Force, arising from the altered condition of the army, I venture once more to express my opinion that Military officers are by far the best for Police duty. Their army training thoroughly imbues them with habits of discipline and control. Their general administration is consequently better than that of Uncovenanted officers, while on occasions of emergency, such as a riot or a Khond or Moplah outbreak, they know their business and have a power of command which can be attained only in rare and exceptional cases by the comparatively untrained Uncovenanted officer. They also possess a recognized position by virtue of their Military rank, which is of great importance to the Force they command. The difference between the two classes of officers was strikingly illustrated during the recent visit of His Royal Highness the Prince of Wales to this Presidency. Wherever there was a Military officer, everything went like clock-work. Wherever there was an Uncovenanted officer I found some cause for anxiety. It is true that arrangements were, on the whole, well carried out (every detail having been previously submitted for approval), but weak points developed themselves. One officer, being a timid rider, was not to be found on horseback at a critical moment; another was unable to re-adapt the disposition of his men to a sudden change of programme; a third lost his head entirely and brought discredit on the Force by his excited and improper behaviour. Of course, exceptions may be found like Sir F. Souter in Bombay (who is, however, a thorough soldier both by instinct and training), but as a rule Military officers are by far the most efficient, and the Force will suffer for want of them.

"The Madras Army having, however, ceased to supply officers, I submit that the present system of haphazard appointments is most unsatisfactory. Both in the Police and in other Civil Departments of the Indian Administration, it will be necessary for a long time to come to employ a strong infusion of the European element. The knowledge of this fact brings out a swarm of youths, chiefly the sons of Indian Civil and Military officers, many of whom are imperfectly educated and below the average in ability. The Local Government and the Heads of Departments are beset with applications from fathers with claims of long service on behalf of their sons. I submit that this ever-increasing tide of English adventurers upon the shores of India is a political evil, which should be stopped as soon as possible by the organization of a regular service from England to supply the various Civil Departments in which European officers are required. As regards the Police, a reference to my letter of 1870 will show that I was then almost in despair about the material which had presented itself in the shape of Uncovenanted officers. Some of the present members of Government are aware that my time was constantly occupied with painful investigations into acts of misconduct on the

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part of these officers. But the just severity then shown produced a most wholesome effect, and I am bound to say that a far higher tone of discipline and conduct has since prevailed amongst the Uncovenanted gentlemen in the Police Department. Still the mode of supply has not proved satisfactory, and out of fourteen Uncovenanted Assistant Superintendents and Acting Assistant Superintendents now in the Force, there are scarcely any of whom I can predict with confidence that they will become thoroughly efficient as District Superintendents, although as Assistant Superintendents acting under an immediate superior they do fairly well."

In view of the unsatisfactory result obtained by the existing system, Colonel Hearn pressed for recruitment in England. He expressed himself opposed to a proposal to offer the appointments to candidates for the Indian Civil Service who had failed to secure an appointment and had come near the requisite number of marks, and he declared his preference for the system of selection with a qualifying examination advocated by Mr. Ellis.

In this letter he pointed out that the employment of Gentlemen Inspectors as acting Assistant Superintendents was disadvantageous in that it barred promotion in the Inspectors' grade, and in anticipation of the suggestion that competent Natives might be appointed in default of qualified Europeans to the posts of Assistant Superintendents, he made the following observations :—

"It may possibly be advanced that the difficulty of finding fit European officers may be met by appointing Natives to the superior posts in the Police. I trust I may be permitted to record my earnest convictions that the time has not come (and will not soon come) for such a change as this. There is no Department of the Public Service so beset with daily and hourly temptation as the Police; none in which honest, impartial and unoppressive administration more nearly concerns the happiness of the people. It is but fifteen years since the Police Force under its new organization commenced to emerge from the slough of corruption, oppression and inefficiency which made it a blot upon the face of the country and a curse to the people. At what cost of physical and mental pain and toil the Department has been brought to a state of comparative purity, those who have worked throughout best know. This could not have been done by Native agency, nor could the present condition of the Force be maintained by such agency. The old vicious habits, like noxious weeds, reappear upon the slightest relaxation of rigid discipline. Corruption and torture can only be prevented by that high sense of honor and that absolute hatred of meanness, dishonesty and cruelty which distinguish the character of an English gentleman."

The following passage occurs in the Administration Report of the Madras Police for 1886 :—

"*Detection.*—One reason for our comparative want of success in the detection of grave cases must be attributed to the small part which District Superintendents and Assistant Superintendents themselves take in the investigation of serious crime. If cases of a grave nature were oftener taken up personally by these officers and worked through from first report to final prosecution, more satisfactory results must ensue. It has hitherto been exceptional for a Superintendent to take up the personal investigation of a case. The attention of Superintendents has been drawn to this point."

Ten witnesses were examined by the Sub-Committee orally, and eight Magistrates of Districts favored the Sub-Committee with their opinions in writing on questions that were addressed to them.

Mr. T. Ramchandra Rao, the Assistant Commissioner of Police, a Maratha Brahman, who had served for thirty years in the police and since 1880 in his present appointment, considered that, until Natives could be trained for the superior grades of the Police, it was necessary that these grades should be filled by Europeans. He admitted that he knew no Natives in the service who were fit for these grades, but he believed there were Natives out of the service who were so. He was of opinion that if promotion to these grades was open to Inspectors, men would be obtained of higher social position and education than those who at present were candidates for Inspectorships. He admitted that it was necessary that a certain proportion of European Inspectors should be engaged for service in Madras.

Shaik Abdus Saalam Sahib, a Mahomedan of the Godavari district, who entered the Police in 1868 in the lowest grade of Inspector, stated that he was acquainted with the Mahomedans of the North East Coast, where there was a considerable number of Mahomedan families of position and respectability; that education was extending amongst them, but that he did not know any Mahomedan who would be fit to hold a superior appointment in the Police, nor did he know any Native officers of the Madras Army who would be likely to make efficient Superintendents and Assistant Superintendents, but he did know some Hindus whom he thought fitted by education, physical qualifications and respectability for these appointments. He was of

opinion that a Native in such an appointment would not be in a position of exceptional difficulty by reason of his connection with the people of his district; and that if he were an honest man, he would be able to deal properly with the patronage of such an appointment. He recommended that the higher appointments should be open to Natives, preference being given to deserving Inspectors already in the service.

He proposed that young men of respectability and good physique and with a prescribed educational qualification should be appointed by nomination Inspectors of the 3rd and 4th grades, and after two years' probation, on proof of fitness, be promoted to the grade of Assistant Superintendent, but he subsequently modified his opinion and expressed his preference for open competition. He considered there were Eurasians in the Force who were qualified to be promoted to the superior grade, but no Hindu. He stated that the detection of crime was ordinarily left to a Head Constable on from ₹12 to ₹25, who would report to an Inspector who might be at a distance of 15 or 20 miles from him; that Assistant Superintendents sometimes went out and took much part in the detection of serious crime, and sometimes did not; that it was two years before an English Assistant Superintendent was able to render assistance in detecting crime; that on first appointment as Inspector, a Gentleman Inspector was attached to the head-quarters of a division to learn his work under Native Head Constables, and accompanied the Inspector to inspect stations and learn the duties of an Inspector.

Mr. M. Venayagam Mudaliyar, Head-quarter Inspector and Manager of the Office of the Inspector General of Police, stated that in his judgment the higher appointments in the Police should be open to Natives, and that he knew two Native Inspectors now in the Force whom he considered fit to be Assistant Superintendents as well as the Acting Deputy Commissioner of Police. He also stated that Natives who had been appointed directly to Inspectorships had proved very efficient officers. He admitted that he himsef had not done any executive service in the Police.

Mr. G. Subramania Aiyar, Editor of the *Hindu* newspaper, allowed that he had no acquaintance with the working of the Police Department, but desired to be examined on the question as to the admission of Natives into the higher grades of the Department. He considered that the absence of rules prescribing definite qualifications for admission to these grades afforded considerable room for jobbery. He pointed out that although the Department was one of the six excluded from the orders of 1879, the Government of India had expressed the hope that in these Departments it might be possible to appoint Natives more and more to the higher offices, and he added, with regard to the Police Department, that the annual Police report showed that Native Police officers when advanced to positions of trust did their work zealously and honestly. He also pointed out that the orders of the Secretary of State did not prohibit the employment of Natives in these Departments, but merely permitted the employment of Europeans. He maintained that the employment of Europeans was to be the exception and that of Natives to be the rule, but that the exception had become the rule. He observed that some years before these orders were issued, *viz.*, in August 1868, the Government of India specially directed the attention of Local Governments to the expediency of increasing the Native element in the higher ranks of the Police, and that it expressed its belief that in no Department could the ability and local knowledge of Native servants of the State of approved fidelity and character be turned to greater advantage. He complained that no steps had been taken to give effect to these instructions; that only one appointment above the rank of Inspector, *viz.*, that of Assistant Commissioner of Police in the City of Madras, was held by a Native, and that all the other appointments were held by Europeans; that Natives who had served for fifteen, twenty and twenty-five years apparently to the satisfaction of their superiors, and who had qualified themselves by passing general as well as departmental examinations, remained as Inspectors till the last moment of their service, while English youths were posted to the Inspectors' grades at the commencement of their service, and after a few months promoted to the grade of Assistant Superintendent. He gave instances of such promotions, and suggested that the practice of appointing them Inspectors had been introduced because it was felt that they ought to serve as probationers, and their acting appointments would not count for service until they had obtained a permanent footing in the Department. He noticed that the majority of these young gentlemen were the relatives of Civil or Military officers in high positions and gave instances in support of his statement. He called particular attention to a case of a Native Inspector whose promotion was recommended by his Superintendent and sanctioned by the Inspector General, but the sanction was subsequently revoked in favor of a European outsider. He expressed a doubt whether the Gentlemen Inspectors were men of respectable educational qualifications inasmuch as it did not appear that they had given any proof of the possession of them by passing the higher test examinations; and he mentioned that the Inspector General had

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remonstrated against the appointment of one of them on the ground that he did not possess even elementary education, but that nevertheless this youth had been appointed over the heads of many deserving Native subordinates.

The Departmental member explained that the European outsider was appointed Inspector for special duties, and that the appointment of the Native Inspector, said to have been superseded, had been made temporarily in order that he might benefit by the pay of the post until it could be filled by the person for whom it was reserved.

Mr. S. D. Simpson, Assistant Superintendent and Acting Deputy Commissioner, a domiciled European, stated that on leaving school he entered the Police Force in 1865 as an Inspector of the 6th class, and after promotion to the 1st class was in 1875 appointed to take charge of the ex-Gaekwar of Baroda; that on the death of the ex-Gaekwar he was again appointed Inspector—, in May 1883 Acting Deputy Commissioner of the Madras City Police, and in 1886, Assistant District Superintendent. Mr. Simpson considered that the present system of recruiting the upper grades of the Police was satisfactory, but thought that opportunities of being appointed to those grades should be afforded to young men born in the country. He mentioned the names of three gentlemen of this class, two of whom are now Superintendents, who had worked their way up through the grades of Inspector to the superintending ranks. He saw no reason why Natives of Asiatic birth should not be appointed Assistant Superintendents, though he admitted that he had not met any whom he thought qualified for such appointments. He considered that Mahomedans and Hindus (Brahmans) furnished the most efficient officers in the Police in respect of detective ability, but that they were not efficient in maintaining discipline. He approved of the recommendations of the Inspector General for the improvement of the Leave and Pension Rules of the Police. He mentioned that for a long time he applied in vain for promotion to the superintending grade, and had been offered the Registrarship in the office of the Board of Revenue.

Mr. J. A. Paczensky, Inspector in the Salt Department, a Eurasian, stated that he entered the Police Department in 1864 as 5th class Inspector, and had left it after eighteen years' service because he had been disappointed of obtaining promotion. He mentioned that he had been on many occasions employed on special duty, and had been for seven years and a half Special Dacoity Inspector, and that after he left the Department and joined the Salt Department, his services had been applied for in two important cases. He considered that it took five years for an officer to become a good Police Inspector, and that the young men appointed Gentlemen Inspectors were not qualified for the independent charge of a *thana*. He admitted that he did not at present know any Statutory Natives among the subordinate officers of the Police who were qualified for the superintending grades, but he explained that this was because they had left the Department, and he added that it was formerly customary to appoint subordinate officers to be Deputy Collectors, Munsifs and Tahsildars, and that some of these officers had resigned the service to take appointments in the Salt Department where they could obtain higher salaries. He also stated that he and others who had so left the Force, would willingly return to it if they could see their way to promotion.

Mr. W. B. Leonard, 1st grade Inspector, was born and educated in India and joined the Police in 1864, having previously been employed in Government and Railway Telegraph Offices. After 10 years' service, he was appointed 1st grade Inspector and has remained so ever since. He stated that it was desirable to recruit Inspectors from the Head Constable grade, subject to an educational qualification and a test in law and languages, and that as an inducement to men of better education and intelligence than had hitherto been obtained to enter the Department, appointments in the Revenue and Judicial services, as well as superintending appointments in the Police, should be thrown open to Inspectors. He believed that in that case Natives would select the Revenue and Judicial Departments, and the Eurasian and Anglo-Indian Inspectors Police appointments. He considered that the lower grades of Inspectorships should be open for the promotion of Head Constables as an incentive to good work. He stated that the introduction of Gentlemen Inspectors had deprived men of their promotion in the Inspector grade and caused great dissatisfaction in the Force, so that many deserving men had left it. He considered that it took four years to make a good Police officer, and that it was necessary that a Police Officer should have a thorough command of the vernacular. He mentioned that he himself knew four vernacular languages, and had occasionally been employed on special duties, when he had conducted himself to the satisfaction of his superior officers, and had not found it difficult to control large bodies of men; that it had been his ambition to rise to the superintending grade and that he had applied for such promotion, but in answer to his application had been informed that there was no grade in the Madras Police for him, and that on another occasion he had been strongly recommended for an Assistant Superintendentship in Burma. He considered that the refusal

of promotion to Native Inspectors had prevented good and intelligent men from entering the Department, and especially that it had prevented Asiatic Natives of intelligence and education from doing so. He asserted that several good officers had left the Force owing to this cause and had risen to such positions in other Departmentsas showed they were worthy of promotion in the Police. He asserted that the examination prescribed for an Assistant Superintendent was less difficult than that for Inspectors, and he believed that Assistants took on the average from two to three years to pass the examinations prescribed for them.

Mr. H. M. Upshon, a domiciled European, entered the Department in 1873 as 3rd class Inspector, and obtained promotion to the 1st class in 1881. He claimed that the superior appointments in the Police should be open to Statutory Natives. He asserted that there were Statutory Natives in the Madras Presidency sufficiently well educated to undertake the duties of Superintendent and Assistant Superintendent of Police; that gentlemen of this class had attained to leading places in the legal and other professions and had obtained commissions in the army while others were carrying on business in Madras. He complained that an appointment which was formerly open to Inspectors in the Madras City Police was now practically closed to them. He stated that he had officiated as Assistant Commissioner of Police, and that there had never been any complaint that he had failed to perform his duties satisfactorily, nor that his manners were defective, and that he had once been recommended for the post of Superintendent of a Jail. He also stated that he had known very good men leave the Police—men whom he considered qualified to hold the post of Assistant Superintendent—because they could entertain no hope of such promotion.

Lieutenant-Colonel W. H. St. A. Wilton, District Superintendent, who had entered the Police Department in 1865 and had had charge of Ganjam, Vizagapatam, Kurnool, Cuddalore, Nellore and Masulipatam, stated that Assistant Superintendents recruited both from the army and from civilians, had served under him and that in his opinion the officers appointed from the army were decidedly superior. He mentioned that in order to gain admission to the army they had been compelled to pass an examination, that they had then served with Native regiments, and that before they joined the Police they had been compelled to pass in Hindustani unless they had passed the Staff examination in that language, which was an examination equivalent to the present higher standard; and that consequently, they knew more than civilians appointed to the Police of the habits and language of Natives and generally how to deal with Natives. He expressed himself dissatisfied with the present class of Assistant Superintendents; he considered them wanting in education and zeal, and he did not think that they took the same interest in their work as the Military officers did. He advocated a system of nomination followed by competition with a physical test, and thereafter a special course of training. He stated that he should be very glad to see any Inspector who was thoroughly qualified promoted to be an Assistant Superintendent; that he had had several of whom he would only say that he should have liked to have tried them as Assistants, and that these men were of all classes—Statutory Natives as well as men of pure Asiatic parentage. He considered that there was ground for the complaint that superintending officers paid more attention to discipline and control than to supervising the Detective Department; but he explained that formerly Police organization was not so complete as it is now, and that therefore the presence of a European officer was then more urgently required in many cases, and that Inspectors as a class are infinitely more trustworthy and able than they were formerly. He desired to see two Assistants—one a European and the other a Native or Eurasian—in every district. He considered that, to make the Police efficient, what was necessary was more intelligence and fewer numbers. He complained that the Constables were underpaid and that they resorted to the Asiatic method of detecting crime, *viz.*, the practice of encouraging confessions. He admitted that European and Eurasian Inspectors would endeavour to put a stop to such practices, and he thought it undesirable to drive out of the service the ablest officers by reason of the insufficiency of the prospects held out to them to remain in it. He advocated an increase in the pay of First-class Inspectors, and stated that some of the best men had been lost to the Police when the Salt Department was instituted, because in the latter higher pay was provided for Inspectors. He recommended that Inspectorships should be filled generally by direct appointment and partly by the promotion of Head Constables, and he stated that he was now obtaining as Head Constables young men of good education, some of whom had matriculated, and who entered the service as Head Constables in the hope of becoming Inspectors. He was unable to say that he had found Native Inspectors, as a class, good equestrians.

Mr. S. Narayanasami Chetti expressed his opinion that appointments in the higher grades of the Police should be open to Natives, selected from Police Inspectors of proved merit, Deputy Collectors and District Munsifs. He stated that he had personally known some of the

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Gentlemen Inspectors who had been appointed Assistant Superintendents; that their knowledge of law was poor, and their acquaintance with the habits and language of the people still poorer; and that it was popularly believed that their *munshis* exercised great influence over them. He asserted that many experienced Police Inspectors had been lost to the Department by transfer to Revenue appointments, and he quoted the opinion of an officer, formerly an Inspector of Police, who, he stated, was now holding a high position in the service of Government, to the effect that by throwing open to educated Natives the superintending grades, the services might be secured, at a much less cost, of men of approved merit and quite as competent as the present class of Europeans.

No experienced Magistrates having been produced by the Departmental member for oral examination, the Inspector General was requested to name the District Magistrates whom he considered specially interested in the Police and peculiarly fitted by their experience to give advice upon the subject. Questions were sent to these gentlemen on which they were invited to give their opinions in writing.

Mr. E. Johnson, C.S., District Magistrate of Chingleput, who had thirteen years' experience as a Divisional Magistrate in six different districts, and three-and-a-half years as District Magistrate in three different districts, considered that the present system of recruiting Assistant Superintendents certainly did not secure as good men as could be procured for the service; that now and then a good man was obtained by it, but that it afforded no guarantee whatever that the nominee had the necessary education or ability. He was of opinion that a qualifying test was necessary, and was inclined to approve of the plan proposed by Colonel Porteous to offer appointments to some of the candidates on the Sandhurst or Woolwich list who had obtained high marks, although they had failed of success at those examinations. As to the Assistants obtained under the existing system, he had met some who were efficient and some who were not; of those who were not efficient, some—ordinarily those who had been born in India—lacked energy; others, owing to deficient early education, had found it difficult to acquire the knowledge of the vernaculars and of law, which is indispensable to the efficiency of a policeman. He considered that young men educated in England could become fairly efficient after about two years' training. He was of opinion that young men educated in this country generally had this advantage over men educated in England, that they had a colloquial knowledge of at least one vernacular, but that, on the other hand, they were generally wanting in energy. Admitting that there were exceptions, he did not regard India as a good training ground either from a physical or moral stand-point. He stated that he would appoint Natives to the superintending grades only in exceptional cases, and would ordinarily appoint picked men of the Inspector grade, upon which grade the possibility of such promotion would act as a powerful stimulus to efficiency. He did not apprehend that any difficulty would arise from the appointment of such men, if carefully selected and well tried, either owing to the military or *quasi*-military duties a District Superintendent has to discharge, or to the necessity for keeping the peace between turbulent religious sects; but he would refrain from appointing them to planting districts.

Mr. G. McWatters, C.S., District Magistrate of Salem, who had held Magisterial appointments in seven districts of the Presidency during twenty-three years, considered that the present mode of recruitment certainly did not secure such good men as District Superintendents as could be secured for the service. The Madras Police, he observed, was at its best between 1860 and 1870, when only Staff Corps men were entertained, and since the Military men have been leaving it, the Force has been becoming gradually more inefficient. In his judgment, men should be obtained in England specially trained, partly as Military men and partly as detectives. He thought the Madras Police "terribly wanting" in detective power. As to the Assistant Superintendents obtained under the present system, while admitting that there might be exceptions, he stated that those whom he knew were not the men the Force required; that they were deficient in enforcing discipline and in detective ability, and that some of them did not know anything about law or the vernacular of their district, and he denounced the present examinations as a mere show. He considered that it took young men educated in England at least three years to become fairly efficient Police officers, though much depended upon the nature of the education which they had received. While admitting that young men educated in India generally knew the vernaculars better to start with, he thought them, as a rule, wanting in every quality that tended to make a smart soldier or detective. With regard to the appointment of Natives to the superintending grades, he stated that he knew no Native who would make a good Assistant Superintendent, but that if a really good man was found, he should be encouraged and tried. Even with an English recruitment, he would not have so hard-and-fast a rule as to shut out real ability. He admitted that this might leave a loophole for jobbery, but he thought

that the risk of this should be run as the exceptions would be rare. He was of opinion that Inspectors should be appointed by the Inspector General on the recommendation of District Superintendents and the Deputy Inspector-General, and that the Government should not interfere in the matter.

Mr. J. Lee-Warner, C.S., District Magistrate of Tinnevelly, who had held full powers of a Magistrate since 1867, and had served in many districts, regarded the present mode of recruitment as being as bad in theory as it had proved to be in some instances in practical working. He was of opinion that European recruits for the superintending grades should be obtained by open competition at home as for other services; that with certain exceptions the Assistant Superintendents, who could be obtained under the present system of recruitment, would not set proper value on appointments which they had obtained by no effort of their own; that they were often young men who had failed in everything they had put their hand to at home, and that it was not in the nature of things that they should regard Police or any other work in this country in its proper light. Without specifying the particulars in which they showed their inefficiency, it might, he thought, be inferred from what he had said that work done under such conditions was not their best, and that their best was not so good as could be got under a different system of recruitment. In his experience it took young men educated in England about three years from the date of their arrival in India to become fairly efficient and able to work independently. He considered that young men educated in this country possessed no advantage in any respect, physical, moral, or educational, and that an educated Englishman of sufficient ability to pass a competitive examination without books at home could, under proper guidance, acquire the language and acquaintance with the customs of the country sufficient for all the practical purposes of his work in two or three years, and that he started from a higher level than a young man educated in this country could possibly attain even after he had become accustomed to power. He expressed his opinion that as soon as the supply of sufficiently good men could be had, Natives should be appointed ordinarily to the office of Assistant Superintendent; but he did not advocate their appointment at present to the grade of Superintendent until for a certain time they had been tried as Assistant Superintendents. With regard to the difficulties which it was suggested were likely to attend the appointment of Natives owing to the military duties which District Superintendents have to discharge, to the necessity for keeping the peace between turbulent religious sects, and to the presence in certain districts of non-official Europeans, he observed that if Inspectors could teach drill, Native District Superintendents, when any were appointed, could have no difficulty in mastering the science; that as a matter of fact, some Native gentlemen have a natural taste for soldiering, and that Native officers, when they are given the authority and have confidence that they will be supported, have shown tact, courage, and ability in dealing with religious and other riots. He saw no reason to suppose that a Native once appointed as Assistant Superintendent would not be equal to most occasions. He observed that religion sat rather loosely on the educated Native of the present day, and that it was not his experience that non-official Europeans despised the lawful authority of Natives in office to such an extent as to make it a reason for not appointing Natives to the higher offices of the Police. If Natives were appointed to these offices, he would not confine the selection to Inspectors, but would recruit also from the Detective Department of the Salt and Abkari and from Sub-Magistrates, some of whom he considered were better detectives than judges. To ascertain whether the candidates possessed physical power, mental energy and unsullied reputation, he recommended that reference should be made to District Officers, and that from the candidates reported to be possessed of these qualities, selection should be made by an examination to test their knowledge of their duties as policemen. He expressed himself as not averse to the promotion of Inspectors to Assistant Superintendentships when they were possessed of the qualities he had mentioned.

Mr. H. M. Winterbotham, C.S., District Magistrate of Bellary, who had served in several districts as Magistrate and in one as Sessions Judge, considered that competition would, as a general rule, be preferable to the present method of appointing Assistant Superintendents; but that it was instructive to observe the two systems working side by side, and he stated that he would regret at present to see "this interesting remnant of the days of patronage" disturbed. He stated that he had known about twelve Assistant Superintendents more or less intimately, and that as a body they certainly deserved to be called efficient. He thought it would take a steady, hard-working man, who possessed no knowledge of the vernacular when appointed, about eighteen months to become an efficient officer, and that most of the young men he had known had become fairly efficient in about two years. He stated that young Europeans educated in the Madras Presidency had generally a fair colloquial knowledge of Tamil and Kanarese (doubtless a great advantage), but that they were by general opinion apt to be weedy and wanting in

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stamina. With regard to the appointment of Natives to the superintending grades, he said that he would not advocate it, but neither would he advocate their appointment to the higher grades of the Magistracy to the displacement of Europeans for some time to come. He admitted that his opinion was therefore heterodox, but that if a Native was fit to be Assistant and District Magistrate, he thought that he was certainly fit to be Assistant and District Superintendent of Police, and he did not doubt that out of thirty millions, there might be many Natives physically and mentally fit to hold any post. He considered that the objections to the appointment of Natives to the superior offices in the Police owing to the *quasi*-Military duties of a Superintendent, the frequent occurrence of religious riots, and the presence in certain districts of non-official Europeans, were weighty.

If Natives were to be appointed to the superintending grades, he would not prohibit the promotion of Inspectors, but would allow merit to rise from the ranks as was now the case in the British Army, and he thought that this opportunity of rising would immensely enhance the attractiveness of service in the Police. He expressed himself, however, as being averse to restricting these appointments to Inspectors. Selection by competition from among a number of nominees he considered to be theoretically the most hopeful plan for obtaining Natives with the qualities requisite for service in the superior grades of the Police—men who were upright, truthful, steady, strong, courageous, and intelligent. He strongly deprecated the system recently in force under which raw European lads were allowed to hold posts which would otherwise have been filled by experienced Inspectors. He considered the Police Inspector as indispensable to the Superintendent as the Tahsildar to the Collector, or the Sergeant to the Captain of a Company—that he was the one detective agent in whom the Superintendent and District Magistrate could trust; and he observed that if the Inspector's place were filled by an inexperienced lad fresh from Europe, the poorly-paid Head Constables were the only persons to whom the Magistracy could look for the detection of crime.

Mr. W. Logan, C. S., District Magistrate of Malabar, a Magistrate of twenty-five years' experience, stated that he had seen the work of one domiciled European as Assistant and also for a short time as District Superintendent of Police, and considered him thoroughly efficient. Admitting that he was not very certain how Assistant Superintendents were recruited at present, but believing that the Inspector General was left quite free to select the best men he could procure, and to give them a term of probation, he confessed his inability to see how the mode of recruitment could be improved unless the Inspector General were permitted to go further afield for men. He stated that Assistant Superintendents educated in England varied greatly in quality, but were as a rule efficient, and he thought that with average abilities an Assistant Superintendent educated in England should be fairly efficient within the year. Although he admitted that men educated in this country generally had the advantage of being able to speak with fluency and accuracy one or more Native languages, that advantage was in his judgment generally more than counterbalanced by a certain narrowness and meanness which a boy educated in a good school in England speedily lost. He gave it as his experience that Natives in subordinate capacities very much preferred to be controlled by men educated in England. While confessing himself entirely opposed to the selection of Natives ordinarily for the superintending grades, he would trust the Inspector General of Police and give him free scope to select the best men he could obtain, and if the Inspector General of Police was to be trusted, he would not hesitate to appoint Natives as Assistant District Superintendents whenever they showed the necessary qualifications. As to the suggested difficulties likely to attend the appointment of Natives to the superintending grades, he replied that he saw numerous difficulties in the way of selecting Natives ordinarily for such appointments, because ordinary Natives lacked the moral backbone which was an essential qualification for officers employed in the district administration of the country, but that he could point out some Natives who had in his opinion all the qualities necessary for dealing with the difficulties suggested, *viz.*, the *quasi*-military organization of the Force, religious riots, and the presence in certain districts of unofficial Europeans. As however the Inspector General might form a wrong estimate of a man's character or qualifications, he suggested that the rules of the service should permit of the summary reduction of the officer from the position to which he had been elevated beyond his deserts without its being necessary to give absolutely precise proof that the estimate of his character had been erroneous. He considered that nothing would conduce more to general efficiency than the relaxation of the rules regarding the right to appeal from a sentence of dismissal or reduction. He stated that he had known men whom district officers had considered, for reasons which could not well be committed to paper, utterly worthless, reinstated or allowed to continue in their appointments, simply because a sufficient case could not be made out against them on paper. Admitting that he had travelled out of the strict limits of the question in bringing

this point forward, he maintained that it had more to do with efficiency in all the Departments of the public service than any system of selection that had hitherto been tried. He stated that he saw no objection to the appointment of Inspectors to the higher grades if they desired it, but that he would give to the Inspector General absolute freedom of choice in the appointment of Assistant Superintendents. He attached little weight to examinations as a test of fitness for these appointments. He thought that the present rules for the recruitment of Inspectors worked sufficiently well.

Mr. W. H. Glenny, C. S., District Magistrate of North Arcot, a Magistrate of upwards of twenty years' standing, stated that he had only had experience of one domiciled European Assistant Superintendent, and was compelled to speak most unfavorably of him. He considered his inefficiency the result of an intellect naturally below the average and totally uncultivated. The present mode of recruitment for Assistant Superintendentships did not in his judgment secure as good men as could be obtained for the service, for mere relationship to old officers seemed to be the only qualification, and the system had given the country many bad bargains. He considered there should be a test by examination and a physical test followed by military training, and that appointments should be made directly to Assistant Superintendentships, but on probation. He was of opinion that many of the Assistant Superintendents obtained by the appointment of young men educated in England were inefficient, not because they were educated in England, but owing to lack of education, absence of smartness and physical activity, inability to ride, &c. He believed that a young man educated in England might become fairly efficient in a year or so after his appointment to the Police. With regard to Europeans educated in India, he considered that the possible advantage of a colloquial knowledge of an Indian vernacular was immensely counterbalanced by a want of English manliness, smartness, and moral courage. In actual life, the country-bred boy of English blood was, he thought, always in a position of marked and conscious inferiority when he was among English-bred men of his own race. He expressed himself as entirely opposed to the appointment of Natives to the superintending grades of the Police; the difficulties likely to attend such a course, owing to the *quasi*-military duties which a District Superintendent has to discharge, the necessity for keeping the peace between turbulent religious sects, and the presence in certain districts of non-official Europeans, appeared to him to be insurmountable. The first and second of these difficulties might, he thought, in a rare case be surmounted, but not the third, and if a Native were in fact competent, he would never be credited by either party with freedom from bias. He considered that appointments in the superintending grades should be strictly reserved for English-bred—he would not say English-born—Englishmen, including, of course, Scotch and Irish; and he would close the door absolutely against Inspectors, unless they came within this category and were gentlemen by birth, education, and breeding. He would make the promotion of Inspectors quite as rare as is promotion from the non-commissioned grades in the army.

Mr. H. G. Turner, C. S., District Magistrate of Vizagapatam, stated that he had been associated with the Police during the greater part of his service of 23 years, except six years spent by him in the Post Office, that he was himself in the Force for a year and a half, and had, as Sessions Judge, had their work constantly before him, and was familiar with the work of all classes. He added that his name was under consideration for the post of Inspector General a few years ago. Mr. Turner stated that he has known one or two domiciled Europeans, that they were not absolutely inefficient, but were wanting in one or other of the following characteristics—veracity, energy, pureness of morals and of conduct with Natives in pecuniary transactions, intellectual capacity, and education. He declared that he did not know precisely how Assistant Superintendents were selected, but that the more the selection was confined to the English public school youth, the better the result would be. He considered that young men educated in England form the best material procurable for Assistant Superintendents. No better man, he observed, than a youth with decent home influences and of public school education, can be had for the Police. He thought that it would be an advantage if gentlemen intended for the Indian Police were, before they come to India, attached as officers to the constabulary in England, or to a regiment. He stated that men selected from the Madras Army by Sir William Robinson were a very excellent class of officers, and formed the Force into what it now is. By attaching the public school youth after selection in any convenient way to a regiment, practically the same class would be obtained as Sir William Robinson had procured, than which nothing could be better. He considered that a young man fresh from England with a fair education, good understanding, and of active habits, would become efficient in a fortnight; although he would have to go through a little office work before he assumed charge of a

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division. "Every week," he writes, "I read reports from four Police officers in this district, and it is always from the youngest I get the best information; he is green but he is fresh, and his diaries are equally refreshing. There is no doubt about his efficiency; the way he rides and inspects and drills and instructs and admonishes his men is surprising. There is nothing of importance that he cannot learn in a very short space of time. True he does not know the language, but after all that is a small matter. Clive could never speak a word of Hindustani. Moreover, now-a-days, there is always an English-speaking Constable or Inspector handy." He was of opinion that young men educated in this country did not possess any advantage except a knowledge of the language, on which he set little store; and that in every other point of view they were distinctly inferior. He was decidedly opposed to the appointment of Natives to the superintending grades of the Police, except that he would admit Native Inspectors of exceptional merit to the rank of Honorary Assistant Superintendent, and he declared that he could not conceive any District Magistrate with a sense of his responsibility for the peace of the district ever listening to such a proposition. He asserted that he was no fanatical opposer of the advance of Asiatics to a share in the administration of the country; that he was quite ready to admit their claims to many appointments now occupied by Civil Servants of every denomination; that as Judges, Collectors if disassociated from District Magistrates, as educational officers, selected men from the Native ranks would do well. But he considered they would never be fit for Superintendents or Assistant Superintendents until the whole system of administration is changed from English to Native lines. He expressed his conviction that Natives would themselves reply, if the question were addressed to them, that they would prefer to be governed by an English, rather than a Native, Superintendent, and that the poorer classes, who were aware of the personal character and private habits of Native Inspectors, would be the most strongly opposed to them. Hence he inferred that the chief objection to the appointment of Natives to these offices was that they would abuse the power placed in their hands. He asserted that every class from the Brahman to the Pariah would fear a Native Superintendent, that the whole country side would become a mass of intrigue "till some one more plucky or more reckless than his fellows would stab him, and there would be an end to the experiment." He considered it beyond question that a Native Superintendent could not put down with justice and moderation an outbreak among the Hill tribes or among turbulent religious sects, and that he could not support the dignity of the law in conflict with non-official Europeans, inasmuch as Natives have not the character, power of control and judgment or knowledge necessary for such work. He admitted that Natives were excellent when led and directed, but he protested against the reduction to practice of untried theory, and considered it time to remonstrate when "the peace of millions of men was in jeopardy." He desired that it should be remembered that we were only just substituting the Police for the Military; that order had hitherto been kept by sepoys led by English officers; and that we were now proposing to keep the peace with a number of constables and one or two English officers, in itself a change involving risk; and he thus concluded his note—"Perhaps people think that an Indian District is so orderly that peace keeps itself. I have never yet heard of any country where it is not necessary to have force at hand as the ultimate arbitrator, and I often wonder whether the withdrawal of regiments and the substitution for them of the constabulary is altogether safe. It seems to be nothing but a great piece of unwisdom to further handicap our position and our power to keep the peace by placing above a thousand armed men at the command of a Native official. If he is inefficient, the proposal is self-condemned; if efficient and capable of acquiring command over the men, are we not playing with edged tools?"

Mr. J. G. Horsfall, C. S., District Magistrate of Ganjam, who had since 1864 held various Magisterial offices as well as the office of Judge, stated that, so far as he knew, the present system of recruiting the superintending grades had worked well, and that he had no change to propose. He considered the Assistant Superintendents obtained by the appointment of young men educated in England efficient, but would make the period of probation as Inspectors longer and the pass examination a good deal more strict, especially in the language of the district in which they have to serve. He estimated the period required by such officers to attain efficiency at two years, though he admitted that many had become efficient in a shorter time. Admitting that men educated in this country had the advantage of greater fluency in a vernacular, he considered that this advantage did not counterbalance their inferiority in other respects. He stated that he did not recommend that Natives should ordinarily be appointed Assistant Superintendents or District Superintendents, but that in exceptional cases of approved probity, long service, and acknowledged ability, such appointments might be made, and that they would prove powerful incentives to Native Inspectors. In a district like Ganjam, where there were

turbulent tribes, he regarded it as unsafe to appoint Natives as Superintendents, but he thought that, so far as the Madras Presidency was concerned, there was no difficulty likely to attend the appointment of Natives to such offices owing to the necessity for keeping the peace between turbulent religious sects, or the presence in certain districts of non-official Europeans. He considered that probationary service as an Inspector should be the invariable rule for admission to the higher grades. He stated that he would allow promotion from the lower grades to that of Inspector.

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BOMBAY.

Excluding the officers serving with the Bombay City Police, the gazetted officers of the Bombay Police Department are shown in the following table:—

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		Pay. R
1	Inspector General	1,800
3	Superintendents, 1st grade, each	1,000
5	Do. 2nd „ „	800
7	Do. 3rd „ „	700
4	Do. 4th „ „	600
7	Do. 5th „ „	500
2	Assistant Superintendents, 1st grade	500
3	Do. 2nd „	400
32		

There are also ten Probationers on R250 each.

With the exception of a Superintendent in the 3rd grade, a Eurasian, the other officers abovementioned are all non-domiciled Europeans, but at the time of the Sub-Committee's enquiry a Parsi Inspector was acting as Superintendent.

The other officers of the Force drawing salaries of R100 and upwards are shown in the following table:—

1	2	3	4						
			Number of appointments in each class or grade now held by						
			1	2	3	4 Natives of India.			
Department.	Total number of gazetted appointments or appointments not being purely clerical of salaries of R100 and upwards.	Distribution of the gazetted appointments and other appointments mentioned in column 2 amongst classes and grades, with rate of pay attached to each.	Europeans not domiciled in India.	Europeans domiciled in India.	Eurasians.	(a) Hindus.	(b) Mahomedans.	(c) Others.	(d) Total.
Bombay Police	51	5 Inspectors, 1st grade, R250.	...	...	1	2	1	1	4
		14 Inspectors, 2nd grade, R200.	...	...	...	7	5	2	14
		6 Inspectors, 3rd grade, R175.	...	...	...	3	3	...	6
		13 Inspectors, 4th grade, R150.	...	...	1	4	7	1	12
		1 Inspector, 4th grade, R140.	...	...	...	...	1	...	1
		2 Inspectors, 5th grade, R125.	...	...	...	2	...	...	2
		9 Inspectors, 6th grade, R100.	...	...	...	6	3	...	9
		1 European Constable, R125.	1	...	...	...	...	...	...
		Total	1	...	2	24	20	4	48

Chief Constables receive salaries of R50, R65, R80, and R95, Head Constables of R15, R20 and R30, and Constables of R7, R8, R9 and R10 according to grade.

There are two gazetted appointments in the Bombay City Police—the Commissionership with a salary of R1,700, and the Deputy Commissionership with a salary of R800. These

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appointments are always held by officers selected from the Superintendents of the District Police.

The other officers and the constables of the City Police constitute a distinct corps in which the appointments carrying a salary of ₹100 and upwards are shown in the following table :—

1	2	3	4						
			Number of appointments in each class or grade now held by						
			1	2	3	4 Natives of India.			
Department.	Total number of gazetted appointments or appointments not being purely clerical of salaries of ₹100 and upwards.	Distribution of the gazetted appointments and other appointments mentioned in column 2 amongst classes and grades, with rate of pay attached to each.	Europeans not domiciled in India.	Europeans domiciled in India.	Eurasians.	(a) Hindus.	(b) Mahomedans.	(c) Others.	(d) Total.
Bombay City Police.	54	7 Superintendents, ₹250—450.	2	4	...	...	1*	...	1
		4 Inspectors, 1st class, ₹175.	1	1	1	1	...	...	1
		† 12 Inspectors, 2nd class, ₹150.	6	4	...	1	...	1 Parsi*	2
		‡ 10 Inspectors, 3rd class, ₹125.	7	3	...	...	...	...	...
		§ 7 Constables, 1st class, ₹110.	5	1	...	...	1*	...	1
		‖ 14 Constables, 2nd class, ₹100.	9	3	...	...	...	...	...
		Total .	30	16	1	2	2	1	5

Appointments to the superintending staff of the District Police are made from (1) Probationers, (2) Military officers, and (3) Inspectors.

There are no definite rules regulating first appointments on the occasion of a vacancy among the Probationers. His Excellency the Governor selects, from a list of applicants kept by his Private Secretary, the candidate who appears to have the best qualifications, acquaintance with the vernaculars, shown by the possession of examination certificates, being taken into consideration. The applicants are ordinarily Europeans who have not previously obtained admission to the public service, but in some cases applications are made for transfer from some other Department.

On first appointment a Probationer receives a salary of ₹200 without any allowances; after passing the lower examinations he receives ₹250 without allowances. If he is appointed to act as Assistant Superintendent or Superintendent before he has passed the higher examinations, he draws ordinary travelling allowances, but no acting allowance. Service as a Probationer does not count towards pension. After a Probationer has served for two years in the Department, his service counts for pension as well as for leave, provided he has passed the higher examinations and has attained the age of twenty-two years.

Appointments to the subordinate grades are made by the District Superintendents under the orders of Government. Inspectors are ordinarily appointed by selection from Chief Constables, and Chief Constables by selection from Head Constables who have served in that grade for two years. Under special circumstances, on the recommendation of the District Superintendent and with the consent of the Inspector General, an outsider may be appointed Chief Constable. Such an appointment to an Inspectorship is almost unknown. Inspectors (when not appointed from Chief Constables) and Chief Constables must, within a year after their appointment, pass an examination in law. As a general rule, Head Constables are appointed by selection from deserving Constables, but outsiders may be appointed with the consent of the Inspector-General.

Probationers ordinarily take rank in the service according to priority in passing the Higher Standard departmental examinations, except examinations which they are temporarily excused from passing on account of circumstances over which they have no control. Military officers are also appointed to the Police either directly to Superintendentships in which case they are generally excused from passing the examinations and take relative rank according to

* Employed in the Detective Department.
† One Inspector, 2nd class, receives from the Dock Trustees ₹225
‡ One Inspector, 3rd „ „ „ „ „ 130
§ One Constable, 1st „ „ „ „ „ 120
‖ Two vacant.

their service, or to the grade of Assistant Superintendent in which case the examinations they have to pass and their rank in the Police are regulated by rules almost identical with those for Probationers.

Under the orders of the Government of India, the number of appointments which may be conferred on Military officers is limited to two-fifths.

Resolution of the Government of India, in the Department of Finance and Commerce, No. 999, dated 19th May 1883, and reply of the Government of Bombay, No. 5370, dated 7th August 1883.

Inspectors who have shown exceptional merit are occasionally promoted to the superintending grade and are not required to pass through the probationary grade.

In 1873, rules were framed prescribing examinations for all officers appointed Assistant Superintendents. Those rules, as subsequently modified, require that the officer shall pass at the first examination held after six months from the date on which he joined his appointment, an examination in at least one vernacular language of the Presidency and in the following subjects:—The Indian Penal Code, the Criminal Procedure Code, the Whipping Act (VI of 1864), Acts VII and VIII (Bombay) of 1867, and Chapters 2, 7, 9 and 10 of the Indian Evidence Act of 1872.

The examination is to be conducted by the Under-Secretary to Government in the Judicial Department, the Oriental Translator, and another member to be, from time to time, appointed by the Government. The examination in the vernacular is to be of the same nature and difficulty as that which junior Civilians are required to pass before investiture with the lowest Magisterial powers. At the examination in law two papers are to be set; and the questions are to be answered without the use of books. One hundred and fifty marks are to be assigned to each paper and 60 per cent. of the aggregate number of marks for both papers are prescribed for a pass. If an officer fails to pass, he is removed from his appointment.

After having been appointed to be or to act as Assistant Superintendent, an officer is required, within twelve months after passing the examination above described, to obtain from the Central Examination Committee (if he has not done so before joining the Police Department) a certificate that he has passed an examination according to the Higher Standard test in the vernacular language of the district to which he may have been appointed.

If an officer after appointment is removed from one district to another in which a different vernacular is used, he is required to pass an examination according to the Higher Standard in the vernacular of the district to which he is transferred within one year from the date of his transfer, unless he has already passed an examination by the same standard in the vernacular of the district from which he was transferred, in which case he is required to pass within one year from the date of his transfer an examination in the vernacular of the district to which he is transferred of a nature similar to that prescribed for junior Civilians before they are invested with the lowest Magisterial powers.

If an officer fails to pass the examinations last mentioned within the prescribed period, he is allowed an extension of six months. If he has not succeeded in passing on the expiry of eighteen months, he is removed from his appointment.

In addition to the examination in the vernacular language, every officer appointed to be or to act as an Assistant Superintendent is required, within twelve months of the date of his passing the first examination in law, to pass an examination in the following Acts, and any others which may, from time to time, be added by the Government:—

The Indian Penal Code and Amending Acts.
The Code of Criminal Procedure in force for the time being.
The Evidence Act (I of 1872).
The Foreign Jurisdiction and Extradition Act (XXI of 1879).
The Criminal Tribes Act (XXVII of 1871).
The European Vagrancy Act (IX of 1874).
The Arms Act (XI of 1878).
The Cattle Trespass Act (I of 1871).
Act XXXVI of 1858.
The Railway Act (IV of 1879).
The Whipping Act (VI of 1864).
Bombay Regulation XII of 1827.
Bombay Acts III and VIII of 1866 and VII and VIII of 1867.

The examination is to be conducted by the Under-Secretary to Government in the Judicial Department, and another officer to be, from time to time, appointed by Government by whom the questions are to be prepared and with whom it rests to estimate the merit of the answers.

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The examination is to be conducted on paper, and 60 per cent. of the marks or 180 out of a possible 300 are necessary for a pass.

If a candidate fails to pass within the time prescribed, he may present himself for examination a second time after the expiry of a period of six months, but if he fails to pass the examination within eighteen months of the time of passing the lower examination, he will be removed from his appointment.

Inspectors may, with the permission of the Police Commissioner, present themselves for these examinations and, if they pass, are entitled to certificates of qualification.

In virtue of orders issued in 1878 and 1879, every civilian appointed to perform the duties of Superintendent or Assistant Superintendent is required to pass an examination in Squad Company and Light Infantry drill with Rifle Manual and Platoon Exercise, Musketry and Guard and Sentry duty and to go through the Military riding course [G.O., Bombay, No. 7488 of 1878, Judicial, and G.O., Bombay, No. 551 of 1879, Judicial].

On the creation of the class of Police Probationers in 1883, it was ordered that on appointment a Probationer should be placed under a District Superintendent to learn his work or prepare for his examinations. The rules for these examinations are similar to the rules issued in 1873 with the exception that the removal of an officer from the service on failure to pass any one of the examinations within the time prescribed is not imperative, but left optional to the Government, and that no extension of time is granted to enable a Probationer to pass the higher examination in law unless he has given satisfaction and shown such qualifications as indicate that he is likely to prove an efficient Police officer.

A Probationer is required, before being appointed to act in the grade of Assistant Superintendent or Superintendent, to produce certificates of efficiency in drill and equitation similar to those required under the rules of 1879. A Probationer is not entitled to receive a permanent appointment as Assistant Superintendent unless in his acting appointment he has proved his fitness for such employment.

The appointments of Commissioner and Deputy Commissioner in the Bombay City Police are made by His Excellency the Governor by selection from the District Superintendents. All other appointments in this Force are made by the Commissioner. The Force is divided into two branches, the European and the Native branch. Candidates for the European branch must be under the age of 25 years and not less than 5 feet 8 inches in height. They must produce a certificate of physical fitness signed by the Police Surgeon. They must be men of good character, temper, intelligence, and education, and possess a knowledge of the vernacular. Candidates are preferred who have served in the army. For the Native branch, the same qualifications are required except that the standard height is lowered to 5 feet 4 inches, and education is not insisted upon; otherwise recruits could not be obtained.

Police officers, except such as are entitled to the benefit of the Pension and Leave rules applicable to Military officers in Civil employment or as have been admitted to the more favorable Leave rules by the Secretary of State, are entitled to leave and pension under the provisions of the Civil Leave and Pension Codes applicable to the Uncovenanted Service.

The qualities necessary in a District Superintendent of Police and the duties he is called upon to discharge are thus described by the Inspector General:—"He has to command a Force of 800 or more men of all castes or the number of a regiment; and, altogether apart from the question of criminal investigation, the task of keeping such a large body of men, who are scattered about the country in small groups, in a thorough state of discipline and efficiency, is one that cannot be lightly estimated. To regulate judiciously the flow of promotion, to prevent harshness or favoritism on the part of the subordinate officers towards their men, to see that the maximum amount of work is got out of each member of the Force, to protect all classes of the community including the lowest from any oppression that the Police might be tempted to commit, are one and all duties that call for considerable energy and force of character. A District Superintendent must lead an active and out-door life and be prepared to rough it whenever necessary. He must, above all things, be thoroughly respected and in a great degree feared by his subordinates; and they must recognise that he is unapproachable by any local influence, and that no pressure, such as that of caste or relationship, can be put upon him."

It is added by the Government of Bombay—

"Good physique and bodily activity are generally insisted on as a *sine quâ non* to first employment. The examinations secure that only officers possessed of at least a moderate degree of intelligence shall be permanently appointed to the Department. But for the acquisition of the qualifications necessary to the constitution of a successful Police officer in regard to the administration of the Force under his control, no preliminary tests can be provided. The faculty

of controlling and keeping in a state of effective discipline a large body of men, and success in preserving the respect of, and amicable relations with, a community of a different race can be attained in a great degree by experience only. The constitutional qualities which may assist their attainment are not usually apparent in young men of the age at which first appointments are generally made."

The opinion of Mr. W. Lee-Warner on the same subject also deserves attention. "The qualifications required for a good Superintendent of Police must be examined from different sides: (1) in his relations with the 1,000 men of his Force, (2) in his relations with the Public, (3) in his relations with other District Officials, (4) in his relations with Government. In regard to the Force he commands he requires courage, both physical and moral, power to maintain discipline, temper and justice, self-reliance and the confidence of his men. In regard to the Public he requires, above all things, public confidence and a due appreciation of what constitutes judicial proof and of the necessity for interference. In his relation with other officers he must be able to co-operate with the Military and know precisely the measure of his own strength to deal with crime; he must work with the Magistrates without friction and in fact co-operate with other Departments. In regard to Government he must not only possess their confidence, but feel that he possesses it. He must be secretive and absolutely trustworthy especially in matters of political importance."

It has been customary in Bombay to employ only Europeans in the superintending grades, and therefore practically no other classes of the community have supplied candidates for appointments. At present, however, as has been shown, one Parsi Inspector is acting as Superintendent. The Inspector General of Police is strongly of opinion that for a long time to come the upper grades of the Police Force should be recruited only from Europeans, because he considers that the necessary qualities can hardly be looked for, in the present day, among Natives, and are, for the most part, characteristic of the European officer. He adds that the duties and pay of Police officers do not attract Natives of high family. The Government of Bombay is disposed to agree that for the present the appointment of Natives to the higher grades is not practicable, inasmuch as it is only in very rare cases that Natives are found to possess the necessary qualifications.

The Inspector General considers, and the Government of Bombay agrees in the opinion, that the majority of the appointments in the Inspectors' grade should continue to be filled by Natives, promotion to that grade supplying a strong incentive to Chief Constables to work well. European Inspectors are reported to be useless for work in the districts, but to be required for Cantonments and the Railways. The Inspector General also reports that, as a general rule, European Chief Constables are not a success, the salary which is sufficient for Natives being too small for them. Among Inspectors and Chief Constables, however, there are found very efficient officers of the Eurasian, Parsi, and Goanese classes.

It is reported that it is difficult to obtain recruits in some districts, and that in all the pay is too low to command the selection of good men. The competition of railways, mills, and other industrial undertakings has raised wages, and the labouring classes prefer employment which enables them to live at their houses and have their nights to themselves, while a Policeman has to serve in all parts of the district and is always on duty.

The only witness who presented himself for examination at Bombay was Mr. Joseph Bocarro, who stated that he appeared on behalf of the East Indian community whom he defined as the descendants of the old Portuguese settlers. He estimated the number of the community in and around Bombay, on whose behalf he appeared, at 60,000, of whom about 50 per cent were illiterate. He stated that, of the educated, many followed the profession of Medicine and had obtained their qualifications, a few of them in England, but for the most part from the Bombay University; that some were merchants, and a great many of them Head Clerks and Superintendents in mercantile offices; that the majority were clerks; that some were extensive land proprietors; and that the majority of the illiterate were rayats.

Mr. Bocarro maintained that appointments in the Police should be given only to subjects of the Queen-Empress, and that the class whose cause he advocated were British subjects and had always been staunch adherents of the British Government. He claimed that appointments in the Police of the Town and Island of Bombay should be thrown open to them provided they possessed the requisite physique; that at least two or three Constables should be selected from them who on giving proof of merit and ability might be promoted to the post of Inspector and Superintendent. He also claimed that in the districts, especially Thana, Chief Constables and Inspectors should be appointed from this class when they possessed the required qualifications. He asserted that there are several members of the class who possess considerable local experience and such influence with the people as had enabled them to preserve the peace on the occasion

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of local disputes and affrays. He claimed that the promotion to the higher grades of the police of the men so appointed should be regulated by their abilities. He denied that it was necessary to select only the sons of officers as Probationers, and urged that at least one or two of these appointments should be reserved for East Indians. He admitted that there was no rule or regulation which prevented the recruitment of the class he represented, but he asserted that he had known instances in which they had been refused the appointments of Constable, Inspector and Superintendent in the Bombay City Police which were reserved for Europeans and Eurasians, and he maintained that they were practically excluded from the District Police, because it was the rule of that service that men should rise regularly through the lower grades to Chief Constableships and an East Indian could not support himself on a Constable's pay.

At the sittings at Poona eight witnesses were examined.

Mr. A. Keyser, C.S., District Magistrate of Thana, and who has held the same office in five other districts of the Presidency, disapproved of the present system of recruiting the superintending grades of the Police exclusively from young men who have presumably failed to get employment by examination. He observed that its recommendations are that it affords the means of rewarding the services of their fathers and near relations, that it secures a class of European officials at a low cost, and a class which has been trained in a climate more conducive than that of India to physical vigor and energy, and he expressed his preference for the existing system to a system of recruitment from residents in India. He observed that the class of European and Eurasian residents in the Presidency of the social rank necessary for superior service was so limited that he could not recommend a system which would exclude altogether Europeans educated in England, especially the sons of officers, and while he objected in theory to the existing system, he felt compelled to allow that the average ability of the Superintendents who had served in districts under his charge had been sufficiently high. While he hesitated to say that no Native could be competent to fill the office of District Superintendent in the Bombay Presidency, he declared that he had not met one, and having only had two months' experience of a Parsi Inspector, who was acting as Superintendent in his District, he preferred not to speak of his qualifications. He expressed himself as opposed to the promotion of Inspectors to the superintending grade as a rule, but added that he would not altogether bar such promotion. He considered that there was a tendency on the part of the higher officers in the Police to pay too much attention to drill and somewhat too little to the prevention and detection of crime. He mentioned that the greater number of the Inspectors he had known were not acquainted with English. He thought that in some exceptional districts it would be advantageous if the District Superintendent had an efficient Native Assistant who might be selected from the grade of Inspectors. He stated that he was not aware of any instance in which an Inspector of Police had received any such substantial reward as would compensate for his being debarred from promotion. He thought that the Inspectors were the weak point in the Department. He considers them as a class not sufficiently educated for their own appointments, and not so well educated as Mamlatdars. He thought it inexpedient to appoint a man as Inspector at once. Mahomedans, in his judgment, made the best Inspectors as a rule, but he stated that it is very difficult to find men of that creed with sufficient education.

He thought that Superintendents were too much hampered in selecting men for the appointments of Chief Constable by the rule which directed that such posts should be ordinarily filled by promotion from the lower grades, but he also was of opinion that the best educated Natives who furnished the higher subordinate officers to other Departments had neither the qualifications for, nor the desire to obtain, employment in the Police.

Mr. Lee-Warner, C.S., District Magistrate of Poona, who had served in several districts of the Bombay Presidency and had at one time held the appointment of Private Secretary to the Governor of Bombay, stated that he considered that the present constitution of the Police Department in the Bombay Presidency was, on the whole, as satisfactory as it could be under the circumstances, and that it was preferable to fill the superior grades by nomination, if attended by selection, rather than by promotion from the inferior grades. At the same time he expressed himself opposed to the existing system of nominating Probationers, partly because the selection was so limited, being confined to the occasional few who came under the observation of a Governor, and partly because of the long time during which Probationers on their first entrance into the service remained in the lowest grade of it on inadequate salaries, and as a consequence were sometimes led into debt and other difficulties. He thought that a better selection could be made from England by taking men who had failed in the Civil Service, but stood high on the list of unsuccessful candidates or by some other method of recruitment.

Even as compared with this course he expressed his preference for the old system under which a certain number of officers were obtained from the army. He stated that the

departmental examinations were in his judgment sufficiently difficult, but that the rule limiting the time within which they might be passed was not always rigidly enforced; that he had known instances in which one or two extensions of six months had been granted, but he had known no instance in which an extension for a longer period had been granted, and that two Probationers had, he believed, lost their appointments because they had failed to pass the examination within the prescribed time. He also stated that he had always understood that some knowledge of the vernacular was necessary before a man was appointed even Probationer, and that the Governor in practice did not give a Probationer's appointment to any one unless he had first passed in one of the vernaculars: and he was able to say with certainty that preference was given to candidates who knew the vernacular. He considered that Superintendents of Police must be exclusively Europeans for many years to come. In expressing this opinion he professed himself to be guided equally by a consideration of the qualifications essential for a Superintendent and by his experience of the work of the Police in Native States both under picked Inspectors lent by the British Government and under their own locally trained officers. Of the qualifications enumerated by him he thought that Native Police officers could be found possessed of physical and, in rarer instances, of moral courage, able to maintain discipline, possessed of temper and a sense of justice; but he did not think that they would command the confidence of a Force which it was essential should be composed of very various elements. He believed that a Native Superintendent would always be accused of favoring his own caste or class, and that he would be exposed to temptations of bribery which no English Superintendent had to face. He observed that the powers of a Superintendent to appoint, promote, or punish must be large, and that the Natives of the Force would not believe in the fairness of a Native Superintendent. He expressed himself convinced that the special difficulties which a Native Superintendent would have to face in commanding his Force must leave their impression on his work, and that success could only be achieved at the cost of friction, intrigue, and imputations of bad motives, which were not met with under an impartial European Superintendent who had no friends to serve. He mentioned that in a recent Resolution No. 7604, dated 30th December 1886, the Government of Bombay had referred to "the prejudice of the population in the larger towns, which culminated in one locality in the deliberate concoction of a false charge against an Inspector" as a matter of common notoriety. He considered that in times of disturbance, such as the Bombay riots and the Deccan dacoities, panic would be inevitable if the Police were not commanded by a European; he observed that even in Native States there was no public confidence in a Native Superintendent, and he asserted that, while caste prejudices were as strong as they still were in the Bombay Presidency, he knew of no Native who, even in ordinary times, would enjoy that confidence. Again he thought that in working out cases Native Inspectors would not succeed unless they had a European Superintendent to refer to, for he observed that it was their tendency to hurry on inquiries, and to forget the importance of securing, at the outset, every piece of circumstantial evidence. As to the relations of the Police with District Officials he observed that he had constantly found Chief Constables in collision with Taluq Magistrates and officers of other Departments. He admitted that the fault was not always on the part of the Police, but asserted it was well known to District Magistrates that friction existed. He also considered that a Native Superintendent would be in difficulties, if on any occasion it was necessary for the Police to co-operate with a Military Force. In regard to his relations with Government, he thought that a Native Superintendent would always be afraid of misrepresentation; and that fearing hostile attacks in the press and suspecting sudden calls for reports, he would be likely to shape his course so as to avoid attack, and he thought also that the relation of a Native Superintendent with Government would be difficult in times of political excitement or even at ordinary times in regard to political inquiries. He asserted the Police was the weakest branch of the administration in Native States, that the head of the Department was constantly changed, and that so much was the necessity felt that the Chief of the State should have confidence in his Police Superintendent, that the officer was almost always of the same caste and frequently of the same family as the Chief. He mentioned that one of his colleagues on the council of the Kolhapur Regency, an officer of long experience both in the service of the British Government and of Native States, was very decided in his conviction that a European Superintendent was necessary in that State.

He expressed his belief that the appointment of a Native Superintendent would not be popular with the Police Force nor with any section of the public: and he declared that he could not mention a Native officer in whom, in the position of Superintendent of Police, he, as District Magistrate, could feel absolute confidence, as it was a position in which a free hand must be allowed, while the slightest want of confidence would react on the safety of the district. He asserted that there were localities in every district in which the profession of an

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Indian creed or membership of a particular caste was an absolute disqualification for certain duties, and that an English Superintendent was free from such disqualifications.

In answer to questions put by the Sub-Committee, Mr. Lee-Warner stated that he knew of no European Superintendent in any Native State, and that he thought a European Superintendent would not work well with the Chief of the State. He observed that the Police in a Native State was to a certain extent a Military force and very much less organized than in British districts.

In explanation of his desire that the superintending grades should, to a certain extent, be recruited from the Army, Mr. Lee-Warner explained that they had had to deal in the Bombay Presidency, on several occasions, with organized crime; and that it was his experience that, as a rule, there was less friction between the Commanding Officer and the Superintendent when the latter was also a Military officer. He stated that he had known districts in which it would be just to say that too much attention had been paid to drill and too little to detection. He mentions that the danger that dacoits might escape into Native territory existed in almost every district of the Presidency, because Native territory was so much intermixed with British, and that in rare cases it would be necessary that the District Superintendent should work with the Political Officers of the adjacent States, but that ordinarily he would communicate with them through the District Magistrate. He also stated that in each division there were places where religious riots had occurred and he instanced especially Broach, Maligaum and Bombay. He stated that the circumstance that a Sikh Superintendent had long served in the Central Provinces would not affect his argument if the Superintendent had none of his co-religionists in the Force; and that although Mahomedans had been appointed Assistant Superintendents in the North-Western Provinces, it would not be desirable to appoint them in Bombay, because the staff of Assistants in that Presidency was only sufficient to recruit the grade of Superintendents. Mr. Lee-Warner denied that as District Magistrate he received any assistance from the educated non-official public of Poona. He mentioned that on the occasion of dacoities which had occurred in the District of Satara it had been necessary to impose a punitive Police on the town of Wai, a place where many educated Natives resided, in order to show the connection between this centre of strong Hindu social and religious life and the difficulties encountered in dealing with crime.

He considered that if the higher standard vernacular examination were made more colloquial and less academically useful, it might be made a condition precedent to appointment that a Probationer had passed it. He also expressed himself as favorably disposed to a competition for these appointments among nominees, if physical fitness was secured, and the pay on entrance to the grade was sufficient to keep the Probationer out of debt. He considered the promotion of Inspectors to the Superintending grades impracticable, because of the view he held that those appointments should be filled by Europeans.

He stated that European Inspectors were only required for large cities, for cantonments, and for railway appointments; and that he preferred a Native to a Eurasian Inspector. He admitted that Parsis were less open to the objections he had stated than any other class of Natives, but even a man of this class he considered would find it difficult to inspire the public with confidence in his honesty, however much he might merit it. He admitted that the Inspector General might interfere to prevent an abuse of patronage by a District Superintendent, and that patronage was largely controlled by the Inspector General. He also admitted that a District Magistrate might, if he saw recruitment made exclusively from one caste, bring it to notice.

He admitted that it appeared hard to refuse promotion to deserving Inspectors, but expressed his preference for rewarding them in some other form. He failed to see the advantage of promoting Inspectors to a grade of officers to be termed Deputy Superintendents. He was opposed to creating appointments in order to get over a recognized difficulty. Compared with other parts of India, he considered there had been, since he came to India, more outbreaks of organized crime in the Bombay Presidency than elsewhere, and that in his belief the acuteness, the intensity of the animosity, and jealous feeling in the matter of caste and religion were greater in the Presidency of Bombay than in any other part of India. He pointed out that in Bengal there were the two great divisions, Hindus and Mahomedans, but that in Bombay even amongst Hindus there was a strong feeling of religious animosity, and he instanced the feeling against Brahmans on the line of the Poona Ghats.

Colonel Wilson, B.S.C., stated that before the reorganization of the Bombay Police he had held the appintment of Adjutant of Police, and that subsequently he was appointed Assistant Superintendent; that he agreed to a great extent with the opinions expressed by Mr. Lee-Warner, but that he differed on the question of appointing Natives to the superintending

grades; that in his opinion the position of an Assistant should be attainable by a Native of tried service and exceptional merit; that he would not, however, put him into the graded list inasmuch as the appointment would be exceptional, and would not be attained until a man had reached the age of 40 or 45, but would create a grade of Deputy Superintendents who should be entrusted with the duties of Assistants; that he entirely agreed with Mr. Lee-Warner in condemning the existing system of appointing Probationers and had long entertained the opinion that recruits for the upper grades of the Police should be obtained in England by competition; that he thought that appointments in the Police might be offered to the physically fit of the highest on the list of the unsuccessful candidates for the Civil Service or Woolwich; and that these recruits should receive two years' special training in England, one year in the Executive, and the second year in the Criminal Investigation Department of the Metropolitan Police. He pointed out that Military officers who had been appointed to the Police had usually served for some years in the army, that they had there learnt habits of obedience and subordination, and had passed the Interpreter's examination in one if not in two vernaculars, and that having been brought into contact for some years with Natives of all castes, they had entered on their duties with some acquaintance with Native habits, speech, and character. He stated he was unable to agree with Mr. Lee-Warner and Mr. Keyser that the officers of the Police Force devoted undue attention to drill, seeing that by an order issued by Sir Richard Temple they were required to make their men proficient in Light Infantry Drill: and he was inclined to think as a matter of experience that Civilians who entered the Police were more keen about drill than Military officers. He also expressed his dissent from Mr. Keyser's opinion that the Inspectors were, as a class, insufficiently educated for their duties, but he agreed that the rule which directed that promotions should be made from the Chief and Head Constables operated prejudicially to the efficiency of the Corps as the pay of those grades was insufficient to attract good men. He stated that he had found some Inspectors very efficient, one of whom was a Eurasian, another a Maratha, a third a Parsi, and a fourth a man from Upper India.

He considered that the efficiency of the Force would be increased if Deputy Assistants were employed in addition to the present staff of Assistant Superintendents which was scarcely sufficient to fill vacancies in the Superintendent's grade. He stated that he had only recently joined the Poona District and that he could not say that elsewhere he had had any Inspectors serving under him whom he could recommend for appointment to the Superintendent's grade. He declared that he had long thought it a defect that there was at present no opportunity of promoting Inspectors except by recommending them for employment in Native States, a course which occasioned the loss of the best men. He mentioned that in one instance a Mahomedan had been made Assistant Superintendent as a reward for his services, and that a Jew had received similar promotion. He also stated that an Inspector had been rewarded by a grant of land.

Colonel Wilson desired to call attention to the following points: that the Police in the Bombay Presidency was not organized as it was in other Provinces, and that the Police accounts were dealt with by the Commissioners, and he gave it as his opinion that these and other matters of purely Police administration should be left to the Inspector-General for disposal. Again there were in the Bombay Force no Deputy Inspector Generalships; and the only appointment to which the Superintendents could look forward were the Inspector General, ship and the Commissionership of Police at Bombay. He recommended that there should be a Deputy Inspector General for the Police generally, another for the Railway Police, and possibly one for Sind. But he considered that the weakest point in the existing system was the slowness of promotion in the grade of Constables and the omission to reward good services by an increase of pay. He stated that, after deductions, the pay of the 3rd and 4th grade Constables was less than that which would be obtained by a coolie, and that until the pay of the Head and Chief Constables was improved, it would, in his judgment, be advisable to bring in men from outside as Inspectors.

Mr. S. A. Kyte, Inspector of the City Police, Poona, stated that he had entered the service as Inspector of the 5th grade on Rs. 100 in 1866 and had been posted to the Bombay-Baroda and Central India Railway, and that he had risen to the first grade and now received Rs. 250; that he had served under both Military and Civilian Superintendents and considered that the former were as a class, the better, though some civilians were equally good; that the Natives who entered the Police Force were not the best of those who had received education; that he had known good men of all castes in the Force, and that some were men of education, though of inferior education; and that he had not known one of the Inspectors who had served with him who was fit for promotion to the superintending grades. He considered their unfitness due to their want of education. He also stated that it took a man from 15 to 20 years to rise to the 1st grade of

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Inspectors; and he expressed his opinion that it would encourage Inspectors to work well if it were known that promotions to the grade of Assistant Superintendent was open to them. He was averse to the introduction of men from outside into the Inspector grade as there was so little promotion in the Force.

Mr. R. H. Vincent stated that he had been educated in Germany and had come to India in the 45th Regiment; that he had entered the Bombay Police as Inspector and after three years' service had been appointed Deputy Commissioner of Police in the Presidency City, which appointment he had held for five years, when he was appointed to officiate as District Superintendent. Mr. Vincent expressed his agreement with Mr. Lee-Warner that appointments in the superintending grades should, for some years, be reserved for Europeans, and if possible, for Europeans with a military training, and stated that he believed Natives would themselves prefer a European to a Native Superintendent. He, however, considered that Native Inspectors who proved themselves efficient should be promoted to a higher grade than that to which they could now attain. He expressed himself averse to bring in men from outside to the Inspector's grade, unless the number of appointments was increased, as there were so few chances of promotion for the large body of men and consequently men could not be obtained of the kind required. He mentioned that in his district with 700 regular Police he had only thirteen Chief Constables and two Inspectors. He desired to say that in his opinion the Police Force would be more efficient if its administration were committed solely to the Inspector General with Deputy Inspectors General.

Mr. Dhanjesha Dadabhai, Assistant Superintendent of Police, stated that he had entered the Force as an Inspector of the 3rd grade, that he was twice promoted in that grade and qualified himself for the higher grade, that he was appointed to act as Assistant Superintendent in September 1880 in the Ahmedabad district and had subsequently officiated as Superintendent at Broach, Thana, and on the Bombay-Baroda and Central India Railway, and that from November 1885 he had been continuously acting in the higher grade. Mr. Dadabhai complained that the effect of the Government Resolution which practically compelled Natives who desired to become Inspectors to enter the service as Head Constables was to debar men of education and position from entering the Force as they could not maintain themselves on such small salaries; and that many of the men who did enter the Force could not maintain their position or command respect or perform their duties satisfactorily because they were wanting in education and independence. He urged that the orders should be modified, and that Superintendents should be allowed to appoint some Natives of education and respectability directly to the post of Chief Constable. As to appointments to the supervising grade he considered the existing system imperfect, in that Probationers were not required to give proof of their qualifications before appointment. He stated that he did not advocate competition for these appointments, that he would still maintain nomination, but on the condition that none but graduates of sufficient physique should be appointed, and that one-half should be Europeans and one-half Natives, that the nominated Native Probationers should be sent to England to be instructed in European etiquette and to spend some time in travel, and that on their return they should be placed under officers able and willing to instruct them and to encourage them to learn their duties. He insisted that no Probationer should be appointed Assistant Superintendent until he had passed the higher departmental examinations and the examinations in drill, equitation, and the language of the district in which he was to serve. He considered that it would be highly desirable to promote such of the Inspectors as had done meritorious service and shown sufficient qualifications, and he quoted six instances in which Inspectors had received such promotion. He admitted that since the orders of Government had come into force it had become difficult to find Inspectors sufficiently educated for the higher grade, but he asserted that there still were a few who had the necessary qualifications. Speaking generally, he thought that subordinates in the Police would prefer to serve under Europeans. Personally he had no reason to believe that he was distasteful to them, but he could say that when he was an Inspector, this preference was expressed. He considered that, if selections were properly made, the objection to Natives would be obviated, and that Natives would have confidence in properly selected Native Superintendents. He was of opinion that Native Police under Native Superintendents in Feudatory States could not be compared with the Police in British territory either in discipline or in detective ability.

Mr. Ganpat Mulhar Bokad Mahedeo Kuti entered the Police in 1861 as Constable, was promoted to Head Constable in 1864 and Chief Constable in 1872, and in 1876 was appointed Inspector. He complained that there was no prospect of promotion for Inspectors. He admitted that an Inspector could not perform all the duties of an Assistant Superintendent without a knowledge of English, but he stated that he might do much of the work as Personal Assistant of the Superintendent, and he added that Inspectors already performed such duties.

He stated that educated Natives refrained from entering the Force in any number because of the insufficiency of the pay and of the prospects of promotion, but that they were not in his opinion deterred by the arduous nature of the duties.

Mr. J. H. Chiplonkar, one of the Secretaries of the Poona Sarvajanik Sabha, stated that he desired to call the particular attention of the Sub-Committee to the question as to the admission of Natives to the higher appointments in the Police Department from which, at least in the Bombay Presidency, they appeared to be scrupulously excluded.

He mentioned that in 1867 a scheme for the reorganization of the Police in the Bombay Presidency was sanctioned by the Government of India, and a new grade of subordinate Police officials, designated Inspectors, was then created, who were intended to occupy and did occupy an official status analogous to that of Mamlatdars or Revenue officers in charge of Taluqas, and that at the same time the predominance of the Military element in the higher ranks of the Police was deprecated, and a direction given that it should be gradually reduced. Mr. Chiplonkar quoted from a Resolution No. 3006, Home Department, dated 3rd August 1867, addressed by the Government of India on that occasion to all Local Governments, the following passage:— "His Excellency in Council would specially direct the attention of Local Governments to the expediency of increasing the Native element in the higher ranks of the Police. It is believed that in no Department could the ability and local knowledge of Native servants of the State of approved fidelity and character be turned to greater advantage," and he pointed out that the Government of Bombay in introducing the new scheme recorded the following opinion: "Judicial Department, G.R., No. 513, dated 21st February 1868. Two Natives have been employed in the higher offices, one with great success and one with failure; and it may be hoped that in time educated Natives will be found with physique and inclination to dispose them to seek the service, meanwhile the Superintendents must in a great measure be Military Commissioned officers."

He also called attention to another Resolution published by the Bombay Government in the same year, Judicial Department G.R., No. 2966, dated 12th October 1868. "It should be stated to the General Department that Government considers the Police Department to be one in which it will, in course of time, be highly desirable to employ Natives in the highest grades; but that at present there are so few well educated Natives possessing the other requisite qualifications, that it would be premature to lay down any general rule for their employment. In two instances Natives have been employed in this Presidency as Assistant Superintendents of Police in the grade of R400. In one instance the appointment was not successful and the officer had to be removed, in the other it was most successful. Thus it will be seen that appointments in the higher grades are open to Natives and Government will not lose an opportunity of appointing Natives when suitable candidates are found, but at present there is no prospect of the general employment of Natives in the higher grades of this branch of the administration."

Mr. Chiplonkar stated that, so far as he could learn, one of the two officers alluded to was a Jew and the other a Hindu who had been an officer in the Native Army.

Mr. Chiplonkar next directed attention to the Resolution of the Government of Bombay G.R., No. 71, dated 7th January 1882, by which the grade of Police probationers was established, the number being limited to ten; and he stated that simultaneously with the issue of that Resolution, nine European gentlemen were appointed Police probationers, some of whom had already become Superintendents in one grade or another; that fourteen others had since been appointed to this grade, that of these some had become Superintendents and that the last nomination appeared to have been made on 13th December 1885. Mr. Chiplonkar adverted to the rules framed on the creation on the grade which required a probationer to pass certain examinations before he was confirmed in his appointment. He observed that the probationer continued, however, to draw his pay and allowances, if any, till he passed the examinations, and he asserted that ordinarily, if a Probationer failed to pass his examinations in fair time, he might confidently expect every possible indulgence to the extent of being posted to a district where his own relatives or others interested in him might be residing and also of being relieved of even the most ordinary work in order that he might have every possible chance of fulfilling the necessary conditions.

He observed that all the twenty-three Europeans appointed to this grade were the relatives of Anglo-Indian officers in the Presidency, retired or still in the service, or the relatives of friends of such officers. He stated that a widespread impression prevailed that this service was a kind of close service for the benefit of what were popularly described as "sons of gentlemen" in the narrower sense of that term; and he thought that it was unfair, while this class

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had a practical monopoly in those Departments admission to which could be obtained only by the door of competitive examination in England (modified to a very limited extent in the case of the Covenanted Civil Service and the Civil Branch of the Engineering Service), that such members of the class as might have failed through indolence or any other cause to profit by such facilities, should without being required to satisfy any antecedent and well-devised intellectual test be provided with comfortable berths to the entire exclusion of Natives.

He stated that to the best of his belief during the last twenty years no Native gentlemen had been appointed Assistant Superintendent of Police, notwithstanding the emphatic declaration of the Government of India as to the suitability of Natives for such employment, and the promise made by the Bombay Government that it would lose no opportunity to appoint Natives to the higher grades which were declared open to Natives equally with British-born subjects. He professed himself unable to believe that during this long period no Native servants of the State were to be found of approved fidelity and character, whose ability and local knowledge could have been employed to the best advantage, especially as he could mention the names of at least half a dozen Native Police officers of the subordinate branch whose special merit and conspicuous ability in the service had been rewarded by the bestowal of honorary titles, and in one instance he believed by the grant of a rent-free village; he added that he referred to the late Rao Bahadur Gajanan Vithal who had rendered conspicuous service at the Baroda trial in 1875.

He pointed out that under existing arrangements, the highest grade to which a Native could aspire was the post of Inspector of the first grade with a salary of ₹250, a salary equal to that of a Mamlatdar of the first grade; but that whereas Mamlatdars of the first grade and others of lower grades, if of conspicuous merit and ability, could aspire to become and became Deputy Collectors with salaries of ₹800, a Police Inspector, whatever his merit, fidelity, and character, had to be content with perhaps an honorary title as a mark of personal distinction. He contended that under such circumstances it was not surprising that educated Natives were not attracted to the Department.

He stated that to his knowledge about 15 years ago a Native gentleman, an Assistant Master in the Sardar's High School at Belgaum, had been offered a Chief Constable's appointment on ₹95, but had declined the offer because he did not think the prospects sufficient; that he had subsequently entered the Revenue Department and was now Deputy Collector with a salary of ₹600. He expressed his conviction that if the service were made really attractive and popular by throwing open the higher appointments to really deserving Natives, the tone and efficiency of the service would be greatly improved in the same way as the tone and efficiency of the Revenue and Judicial Services had been admittedly improved.

He pointed out that although the rules for the admission of probationers did not prevent the appointment of Natives, no Native of India had been appointed a probationer and that only one, the witness Mr. Dhanjesha Dadabhai, had received an officiating appointment in the superintending grade; but that nevertheless youths who had been appointed probationers had become Superintendents wielding authority over the whole body of Police in a district including Native Inspectors.

He considered it probable that a feeling of discontent would exist among Native Police Inspectors when they found themselves placed under the orders of young men who did not even possess the prestige of the military profession. Lastly, he recommended that a fair opening should be provided for the legitimate ambition of Native Police Inspectors; he expressed his confident opinion that such a measure would greatly improve the tone and efficiency of the service, and he stated that all he claimed was the ungrudging fulfilment of the intentions expressed in the Resolutions to which he had called attention.

Mr. Chiplonkar, in answer to questions put to him by the President, stated that he took an interest in the intellectual and political movements which were proceeding in Poona and that he had attended a course of lectures recently delivered on questions of social reform. He said that so far as he was aware there was in the course of those lectures no discussion of, nor allusion to, the advantages or disadvantages of British rule, nor was he aware that references made by any speaker, disloyal to British rule, were received with favor, and references in terms of approval of British rule were received with disapprobation. He admitted that letters from two of the lecturers had appeared in the newspapers disclaiming disloyal and other sentiments imputed to them in the reports of the lectures. He stated that there was much confusion at some of the lectures, but that he must have heard everything that took place. He stated that the reports in the Poona papers were inaccurate; and that disloyal sentiments had been put in the mouths of speakers which they had never expressed, and he suggested that as most of the lectures had been delivered in Marathi, it was probable that they had been misinterpreted. Heal-

lowed that some of the most respectable members of the Sarvajanik Sabha had taken objection to the particular tone of these lectures, and that he had not been present on the occasions in which the lectures had been delivered to which attention was principally drawn in the Poona newspapers. Bombay. Police.

Mr. Chiplonkar admitted that a knowledge of English was necessary but not absolutely indispensable for the superintending grade of the Police. He admitted that Mr. Gajanan Vithal did not know English, but he mentioned that another Inspector of the first grade, Mr. Shivram Pandurang, knew English, although he was unable to say how long this officer held that appointment before his death, as he was not acquainted with him. He mentioned in advertence to an answer of Mr. Lee-Warner that when the Palaces were burnt at Poona during the Deccan dacoities, it was at first believed that they were burnt by friends of Wasudeo Balwant Phadke, but that it afterwards appeared that the fire had been raised at both places by the keeper of the Government Book Depôt to cover his own defalcations; and that the Police had been put on the right track by a non-official inquiry made by distinguished members of the class from whom Mr. Lee-Warner asserted that he now received no assistance.

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The Police Department in the Bengal Presidency is organized on the system prescribed by Act V of 1861, which was based on the recommendations of a strong Committee assembled in Calcutta to consider the question of Police reorganization. Previous to that period the whole Police Force, officers included, consisted of Natives of India, headed in each district by the District Magistrate, who in his turn was subject to the control of the Commissioner of the Division and the Local Government. Each district had its own Police, and the highest officer next to the Magistrate was the Thanadar, or Daroga, whose pay was very small, and whose duties were confined to the local jurisdiction of his Police station. The system had given rise to serious abuses, and was from time to time the subject of official enquiries, and condemned in whole or in part. The total break-up of the District Police organization in Upper India during the Mutiny forced the subject on the attention of Government, and resulted in the reorganization of the Police in accordance with the enactment above referred to. The Act constituted the entire Police establishment under a Local Government the Police Force formally enrolled. The superintendence of this Force was vested in the Local Government and its administration in an Inspector General and Deputy and Assistant Inspectors General. In each district the administration was vested in a District Superintendent, and such Assistant District Superintendents as might be deemed necessary, subject to the general control and direction of the Magistrate of the district. The powers of appointment, dismissal, and punishment of the inferior Police officers were vested in the superior Police officers mentioned above under rules to be sanctioned from time to time by the Local Government. Bengal. Police.

The orders of the Government of India of 18th April 1879, prohibiting the appointment of any person other than a Native of India to an office carrying a salary of Rs. 200 or upwards without the previous sanction of the Governor General in Council in each case, do not apply to the Police Department, though a hope was expressed at the time that it might be possible to appoint Natives more freely to its higher offices. The organization of the Force and the questions respecting it referred to the Sub-Committee will now be considered for each Local Government separately.

Lower Provinces of Bengal.

The total strength of the Police Force on the 1st of April 1887 was 23,056. The superior officers were: one Inspector General on ₹2,500; two Deputy Inspectors General on ₹1,500; 51 District Superintendents, divided into five grades, on pay ranging from ₹500 to ₹1,000; and 58 Assistant District Superintendents in three grades on pay ranging from ₹250 to ₹400. In these numbers are included District Superintendents and Assistant District Superintendents employed in Assam.

The Inspector General and Deputy Inspectors General are Europeans not domiciled in India. Of the 51 District Superintendents, 44 belong to that class, 5 are Europeans domiciled in India, 1 is a Eurasian, and 1 a Hindu. Of 58 Assistant District Superintendents, 47 are non-domiciled Europeans, 5 are Europeans domiciled in India, 4 are Eurasians, and 2 are Hindus.

The Inspector Generalship is now held by a Covenanted Civilian. After the reorganization of the Force, officers of the old Bengal Army or of the Staff Corps were largely employed. The services of an unusually large number of such officers were then available owing to the mutiny of the Bengal Army. They have, however, gradually died out, and there are now left in the Force only five officers of the Staff Corps. All the other superior Police officers are Uncovenanted.

Entrance to the superior grades is practically obtained through that of Assistant District

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Superintendent only. Nominations to this grade are made by the Lieutenant-Governor. No educational qualification test is applied, and no examination is held for admission to the service. After appointment the gentlemen nominated are required to pass departmental examinations and in two vernacular languages. They must present themselves for examination every half-year, and are not eligible for promotion or the charge of a district until they have passed by both standards. A rule that both examinations must be passed within two years, which formerly existed, is no longer strictly adhered to.

Promotions were formerly made under exceptional circumstances to Assistant District Superintendent ships from the grade of Inspector; but no such promotion has been made for the past four years. The Hindu District Superintendent above referred to and two Hindu Assistant District Superintendents and two of the non-domiciled European Assistants were so promoted. Young men from England nominated by the Lieutenant-Governor now obtain most of these appointments. Opinions vary on the working of this system and as to what mode of appointment should be substituted for it. Before giving a summary of the evidence on this point, it will be well to note the requirements essential for efficient service in the Department.

Mr. Veasey, the Officiating Inspector General, states these to be generally good health, integrity, industry, common sense, observance of discipline, and, in the higher ranks, a good education. Mr. Clogstoun says that temper and habit of command are required, to which may probably be added energy, physical and mental. A District Superintendent is the commandant of a force as numerous as an ordinary regiment, and must possess all the qualifications necessary for the maintenance of discipline in such a body, and capacity to exercise judiciously and fairly the large amount of patronage which belongs to this office.

Of the witnesses examined orally, Colonel Knyvett, Deputy Inspector General, and Mr. Samuells, C.S., think that the present system of appointment answers well; the former would, however, subject the nominees to a medical examination; and the latter considers that the men appointed are distinctly athletic, though possibly somewhat deficient in educational requirements. Messrs. Bamber, Showers, and Clogstoun, Police officers, are satisfied with the present system; and Babu Jadub Chunder Deb, Assistant District Superintendent, would make no change beyond requiring nominees before appointment to pass a qualifying examination of the nature of the present departmental examination. In case of two or more candidates when qualifications were equal, this witness would have a competitive examination between them. Sir Henry Harrison, Commissioner of the Calcutta Police, the superior officers of which are appointed from the Bengal Police, is opposed to the present system, and considers that a better source of supply is available in the country.

Besides examining witnesses orally, the Sub-Committee sent printed questions to several District Magistrates and Police officers of experience, whom it would have been inconvenient to summon to Calcutta. Their replies on this point may be thus summarized.

Messrs. Wilson, Barrow, Power, Oldham, and Cooke, District Magistrates or ex-District Magistrates, and Messrs. Giles, Munro, Peterson, and Babus Mohendro Nath Hazra and Shoshi Bhusan Bose, Police officers, think that the present system of recruitment of Assistant District Superintendents does not secure as good men as might be secured for the service; while Messrs. Wyer and Westmacott, District Magistrates, and Kilby and Birch, District Superintendents see no need for changing it.

The objections urged against the present system are that the men obtained by it show deficiency in the following respects. There being no educational test, gross incompetence is not excluded, and some officers never become efficient, while it takes others from 2 to 6 years to reach a moderate standard of efficiency. The young men from their ignorance of the language and habits of the people are necessarily at first of little or no use, and are wanting in detective ability, which they seldom acquire fully afterwards. They are said to show little inclination to remedy these deficiencies and to be averse to study. The stimulus afforded by the departmental examinations after appointment is not effectual, as the rule which made passing within 2 years obligatory is not now enforced; and according to one witness, Mr. Giles, District Superintendent, those who cannot pass get exempted sooner or later. Although some of these young men turn out very efficient officers, the general average of efficiency is below what it should be, which is not a matter of surprise, as the system gives only young men who are unable to pass competitive examinations in England.

Opinions as to the method of recruitment for Assistant District Superintendents to be substituted for the present system.

Most of the officers consulted are averse to making promotion from the grade of Inspector the ordinary method of recruitment for the office of Assistant District Superintendent, though they would approve of occasional promotions from that grade in cases of exceptional merit. It is

urged that men who pass through the lower grades of the Force are not up to the standard of education required in the superior officers, and that they would be too old by the time they reached the top of the Inspector's list for efficient service in the higher grades, especially when, as at present, nearly every Assistant District Superintendent holds charge of a district for a portion of the year.

Mr. R. H. Wilson, C.S., would reserve every third vacancy for Inspectors. Mr. Oldham, C.S., would promote only from Inspectors, or rather would admit young men by an examination test, and require them to undergo a probation as Inspectors, Sub-Inspectors, and even Head Constables. He would admit Native youths to the subordinate Police with the express prospect of becoming Inspectors, and then Assistant District Superintendents. The qualifications required would be respectable character, standing and circumstances, good physique, as well as intelligence and education, to be tested by competitive examination.

Mr. Peterson, Inspector, recommends recruitment for Assistant District Superintendents from the grade of European and Eurasian Inspectors. This method would necessitate, in the first instance, the appointment of Inspectors from a different class of men, who would join on the present terms with the prospects of promotion to a higher grade.

For direct admission to the grade of Assistant District Superintendents, Babu Mohendro Nath Hazara recommends "appointment through the door of competitive examination, which can only secure the best men." Sir Henry Harrison would not give a decided opinion as to the adoption of even a limited competition without knowing the conditions. Mr. R. H. Wilson, C.S., considered that competition would not do, because the qualities required in the police are not those which an examination could test, and, at all events among Bengalis, the young men who would shine most in an examination are not those who would make the best Police officers. A system of combined nomination and competition would be better, but would be open in a less degree to the same objection. He recommended on the whole that, if the field be confined to Natives of India in the wide sense, nomination pure and simple, followed by a period of probation, would give better results than any other system. This, with the important exception of the field of selection which will be afterwards considered, is really the present system, and commends itself to most of the witnesses. Mr. A. W. B. Power, C.S., recommends competitive examinations among selected candidates for each vacancy, marks being given for physical qualifications. Mr. A. H. Giles, District Superintendent, would offer Police appointments to the rejected candidates for the higher paid grades of the Civil Service. Mr. H. F. Barrow, C.S., would take men from the Subordinate Executive Service, *i.e.*, Deputy Collectors; and Mr. Munro, Assistant Inspector General of Railway Police, would give the appointments to the sons of meritorious Police officers or other Government servants after they had undergone a training in the office of a District Superintendent.

The next point for consideration is the field of selection.

As above stated, this is at present confined to the young men imported from England, a system the results of which are not considered satisfactory by the majority of witnesses; and the question is whether it should not be enlarged by a freer admission of Natives of India in the Statutory sense, *i.e.*, domiciled Europeans, Eurasians, and Natives of unmixed Asiatic descent. The numbers of each of these classes employed as superior officers in the Police is so small that no safe general conclusions can be drawn from the opinion of the witnesses founded on experience of the efficiency or inefficiency of individuals. So far as it goes, it is not on the whole unfavorable. The reasons given for the opinions expressed are based on other grounds.

As regards domiciled Europeans and Eurasians, there is a large preponderance of evidence in favor of the view that the Calcutta educational institutions, and the Hill School at Darjeeling turn out annually a number of young men well qualified to become Assistant District Superintendents and in time District Superintendents, in no respect inferior, and in some respects superior, to those obtained by the present system. The advantages claimed for this source of recruitment are, first, that it will obtain on the spot young men acquainted with the language and habits of the people, who will qualify as efficient officers in a much shorter time than the majority of those now brought out from England, and ultimately take a greater interest in, and develope greater aptitude for, Police work in India. The proposal is thus supported on the grounds of economy as well as of efficiency.

Mr. R. Wilson, 20 years' service, for 10 years Magistrate of a district, who has also acted as Secretary to the Government of Bengal, and was, at the time of this inquiry, officiating as Commissioner of Burdwan, writes that the Assistant District Superintendents obtained from England are "some of them efficient—a few of them decidedly so; but the majority are deficient in seriousness and intelligence, while young men educated in this country posses a decided advantage in this respect, and for police purposes labour under no counterbalancing

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inferiority." Sir Henry Harrison, C.S., Commissioner of Police, Calcutta, considers that qualified Assistant District Superintendents are to be obtained among the boys who attend the Martinière and Doveton Colleges, and is convinced that there is equally good material for Police officers to be found in them and in St. Xavier's College and the Hill school with that now imported from England. He would discourage all recruitment from England, and thus relieve the Lieutenant-Governor from the pressure now brought to bear on him to provide for the relatives of his friends who have failed to get employment at home. Mr. Giles, District Superintendent of Police, Burdwan, who has served for 24 years in the Force and in 20 districts of Bengal, knew only two domiciled European District Superintendents; they were efficient in every respect, rather above the average than otherwise. Of the Eurasians, his experience was not so favorable. He writes—

Cæteris paribus, young men educated in this country, whether Europeans, Eurasians or Natives, certainly become efficient sooner than young men from England. They are already well acquainted with the language and customs of the people, and it is the attainment of this knowledge that young men from England find so difficult. In the case of pure Europeans (I speak only of the class from which Assistant District Superintendents are likely to be drawn) the disadvantage of being educated in this country is quite counterbalanced by the advantages. In the case of Eurasians this is hardly so; their surroundings are usually different.

Colonel Knyvett, Deputy Inspector General, Messrs. Samuells, Cooke, and Oldham, C.S., and Mr. Peterson, all accept or support the principle; and Messrs. Atkinson and Coles, the Principals of the La Martinière and Doveton Colleges, gave evidence respecting the training, intellectual and physical, and the general qualifications of the boys educated at these institutions, and pointed with justifiable pride to the respectable, and in some cases distinguished, positions in the other branches of the public service and the learned professions held by their old pupils.

The witnesses who are in favor of retaining the present system are generally inclined to consider that recruitment from domiciled Europeans and Eurasians would give officers inferior in capacity.

On the recruitment of superior officers from pure Asiatics, opinions vary. First may be quoted the remarks of the Inspector General on the subject generally —

"As regards the comparative capacity evinced by the different classes for rendering efficient service, it may be said roughly that it diminishes as the scale ascends. It is much easier to enlist a man likely to turn out well as a Constable than it is to find one who has in him the making of a good Sub-Inspector; while a good Inspector not trained in the Department is a rare occurrence. The reason I take to be that as education advances, dislike to physical exertion and conceited impatience of control, always qualities to be eradicated, alike increase, and that in a service like the Police these defects cannot be passed over. As regards races, the Bengali is constitutionally unfitted for bearing arms, and is in like manner not to be depended on for night work. So well is this known and acted upon, that all Bengal districts contain a reserve of Beharis for guard and escort duty. As an investigating officer, the Bengali is probably more acute and more persevering than his Behar comrade, but he does not attempt to maintain discipline, is deplorably lax in all matters of drill and accoutrements, and has no control whatever over up-country Constables. At all desk-work he is, of course, excellent, but his capabilities as a Police officer are limited to the extent described, and his inability to learn to ride constitutes a further and serious drawback. The Oriya is an inferior type of the Bengali, admissible only because for official purposes he is still allowed a language and written character of his own; and the Chota Nagpur Aborigine furnishes bad material, because not sufficiently civilized."

Sir Henry Harrison says:

"I think that in general there is a marked distinction between the type of mind of Europeans and Natives which of course reproduces itself in their work. I mean to say that a Native is very good at office work, at detection work, and at accounts, and very good in following out any system which does not require initiative. He is not good at out-door work as a rule. A European is differently constituted."

The witness added that up-country Hindus and Mahomedans showed more aptitude for out-door work than Bengalis. As regards Calcutta, he would not restrict the choice of men for the office of Superintendent further than what the nature of the work required. It would, in his opinion, generally be found that three-fourths should be Europeans, unless exceptionally good men (Natives) were obtainable. Under new arrangements, by which the Commissionership of Police is to be separated from the Chairmanship of the Municipality, Sir Henry Harrison sees no objection to the Deputy Commissioner of the Calcutta Police being a Native as the Commissioner will then be holding the reins in his own hands, and the Deputy Commissioner will have chiefly the office work, the supervision of accounts, &c. Colonel Knyvett would not exclude a Native Inspector who had shown himself qualified for the appointment, but would admit no Native unless through the Inspector's grade.

Mr. Oldham, Magistrate of Burdwan, would appoint Natives in exceptional cases at first with a view to making the appointments ordinary, and those of European exceptional. This applies only to "the advanced" districts in Bengal proper and the district of Bellary in Madras in which the witness served, and not to Behar, Orissa, the Sontal Pergunnahs, Darjeeling or Chota Nagpur; in such places Natives should be appointed only in exceptional cases. Mr. Giles, District Superintendent, would admit the young Natives who had undergone in

India or in England the training that would, under existing rules, qualify for the Covenanted Civil Service. He writes as follows respecting the position of a Native District Superintendent in relation to (*a*) military duties, (*b*) religious disturbances, and (*c*) intercourse with non-official Europeans:—

I see no difficulty. *(a) A properly trained* Native (* * *) would be quite equal to the discharge of the *quasi*- military duties a District Superintendent, as such, is called upon to discharge in Bengal. The people he would have to deal with would be of his own race—an extremely quiet and manageable race. He might not, perhaps, be fit for soldiering on the frontiers, but this is equally the case with some European District Superintendents. This is special duty hardly appertaining to the office of District Superintendent. I would not send a Bengali to serve in the Police of the Punjab or North-Western Provinces. Apart from other considerations, his knowledge of his countrymen would be thrown away; (*b*) whilst the Magistrate of the District remains the head of the Police and is a European, there would be no difficulty on this score. Even if he were a Native *properly trained* (* * * * *), there would be little risk of his acting the partizan. Were he inclined to do so, he would hardly submit to the guidance of a subordinate, whether European or Native. At worst the difficulty would be no greater than exists in Ireland at the present moment; (*c*) if the Native appointed were of a proper stamp, non-official Europeans could have no reasonable objection to him.

Babu Mohendro Nath Hazra also sees no difficulties in this respect from the appointment of Natives. He writes:—

In the districts of Bengal a District Superintendent has little or no *quasi*-military duties, nor does the necessity of keeping the peace between turbulent religious sects arise. It has never come to my experience that the presence of non-official Europeans in a district prevented a Native Police officer doing his duty boldly and efficiently. I say this from my Assam experience.

On the other hand, Messrs. Bamber, Showers, Cooke, Birch, Wyer, Barrow, Munro, and Kilby are all more or less opposed to the appointment of pure Asiatic Natives to the office of District Superintendent. The disinclination of the Native of Bengal for out-door work and physical exertion, his laxity in supervision and want of power in maintaining discipline, his deficiency in courage and dread of responsibility, the difficulties arising from the *quasi*-military duties of a District Superintendent, the necessity for maintaining peace among contending religious sects, and the presence of non-official Europeans in many districts are alleged by different witnesses as reasons against the proposal. Mr. Shoshi Bhushan Bose, Inspector, sees difficulties from the reasons last mentioned in the appointment of Natives, but recommends that military men be posted to the frontier districts, European officers to districts where the population is turbulent, and at other places Natives or Europeans as circumstances render necessary. So far as he is aware, civil District Superintendents and Assistant District Superintendents rarely perform any *quasi*-military duties. The supervision and detection of crime is a far more important matter, and Natives are expected to do better in this branch of their work.

Recruitment of Inspectors.

There are four grades of Inspectors, carrying salaries of ₹100, ₹150, ₹200, and ₹250. Of the whole number of Inspectors, *viz.*, 172, 12 are Europeans domiciled in India, 14 are Eurasians, 124 are Hindus, and 22 are Mahomedans. There are also two European Constables. The Inspector General points out that at Dacca and Bhagalpur there are special Police Reserves of 100 men each which are under European Inspectors. Inspectors of the 1st, 2nd, and 3rd grades are appointed by promotion from the 4th grade. The Inspectors of the 4th grade are ordinarily .promoted from Sub-Inspectors by the Commissioners of Divisions after nomination by District Superintendents and selection by the Magistrates, subject to confirmation by the Inspector General. Occasionally the officer last named appoints outsiders with exceptional qualifications to the vacancies.

Colonel Knyvett and Messrs. Bamber, Cooke, Peterson, Wyer, Barrow, Westmacott, and Jadub Chunder Deb approve generally of the present system. Mr. R. H. Wilson sees no need for change in it. He writes:

The number of outsiders appointed is small and should continue to be so. Any system under which the whole of the Inspectors were not men who had gained experience of Police work by passing through the lower grades of the service would invariaby result in diminished efficiency. The Inspectors should be, and to a great extent are, the backbone of the service, and inexperienced men, however intelligent and well educated, would be absolutely useless.

Mr. Giles thinks that the rules would be satisfactory enough if the class from which Inspectors have to be selected were improved. No man, he thinks, should be enlisted in or promoted to a Sub-Inspectorship till he has passed an examination in general education and the law and rules affecting the Police Department.

Other officers are in favor of the appointment of outsiders by competitive examination and of the promotion of Sub-Inspectors in the same way, or a modification or combination of both these systems. Babu Mohendro Nath Hazra would apparently admit outsiders more largely as Inspectors; and Mr. Brojendro Nath Chatterji, Inspector in the Calcutta Police, would admit to

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Sub-Inspectorships and upwards only by open competitive examination. Mr. Shoshi Bhusan Bose, while admitting outsiders to Inspectorships by a competitive test, would promote only educated Sub-Inspectors of tried ability and honesty, and who entered the service in that grade. His reasons are that in the lower grades of the Force, owing to the low pay and great temptations and opportunities for corruption, official morality is at a low ebb, and that men who have risen through those grades are unable altogether to rid themselves of habits and propensities contracted in such a sphere.

The following extract from the Bengal Police Manual gives a general sketch of the duties of Inspectors, Sub-Inspectors of Police, and Head Constables in charge of an outpost. A Sub-Inspector is ordinarily the officer in charge of a Police station, and as such is invested by the Code of Criminal Procedure with definite powers for the prevention and detection of crime within the area of his station. These powers may be exercised by Police officers of superior rank throughout their local jurisdictions :

12. Of an "outpost," a Head Constable, or, if such an officer be not available, an intelligent Constable of the 1st grade should be in charge.

13. The Inspector in charge of a division shall be responsible for the peace of his division, and shall hold inquiries and investigations into crimes of a serious nature. He shall, moreover, superintend the drill and discipline of the Force under him, take care that each subordinate shall perform sufficiently and punctually his daily appointed duty, and shall frequently visit the sub-divisions and outposts under his charge. Also all monthly and other divisional returns shall be submitted under his signature.

14. The Sub-Inspector in charge of a sub-divisional station shall in like manner conduct inquiries into all cases not requiring the presence of the Inspector, superintend the drill and discipline of the Constables, and visit the outposts, &c., but shall in all respects be subordinate to, and under the orders of, the Divisional Inspector (Circular No. 8, 1862, paragraphs 11, 14, 508). The above general instructions apply equally to the Sub-Inspector in charge of a sub-division and to the Head Constable in charge of an "outpost," each within his proper sphere and of course in a more limited degree. Such officers, on receiving information of the commission of any heinous crime within their jurisdiction, should lose no time in reporting the fact to their immediate superior, and should adopt the best measures for the speedy transmission of their report, as much depends on early action being taken in such cases; meanwhile, they should omit no exertions on the part of themselves or subordinates to aid in the detection and arrest of the criminals, in pursuit of whom boundaries of Police districts, divisions, subdivisions, or outposts should never be regarded (Circular No. 12, 1868, paragraph 14).

North-Western Provinces and Oudh.

North-Western Provinces and Oudh. Police.

The Force consists of over 22,000 men, and is officered by 59 superior and 189 inferior officers drawing ₹100 and upwards.

The Inspector General, as in Bengal, is a Covenanted Civilian. The office has been once held by a Military officer. There are two Deputy Inspectors General, one of whom is a Military, the other an Uncovenanted officer. The Assistant Inspector General on a salary of ₹800 belongs to the latter class, and is a European domiciled in India. There are 46 District Superintendents, of whom 31 are Europeans not domiciled in India (there are 9 Military Commissioned officers included in them), 14 are domiciled Europeans, and 1 is a Mahomedan. These officers are divided into grades, of which the pay at present ranges from ₹400 to ₹1,000; but under a reorganization made in 1879, when it comes into full effect on the retirement of senior officers, the highest pay will be ₹800.

There are 9 Assistant Superintendents or Assistant District Superintendents on pay ranging from ₹250 to ₹400. Of these officers, 5 are Europeans not domiciled in India, 2 are Europeans domiciled in India, 1 is a Eurasian, and 1 is a Mahomedan.

Among the 59 superior officers of the Force, there are thus 2 Natives of India of unmixed descent, 1 Eurasian, 17 Europeans domiciled in India, and 39 Europeans not so domiciled.

Admission to the grade of District Superintendent is, unless in very exceptional cases, by promotion from the grade of Assistant District Superintendent; and Deputy Inspectors General are promoted from District Superintendents, so that, as in Bengal, an Assistant District Superintendentship is the door of entrance to the superior grades.

Appointments to Assistant District Superintendentships are made on a system of pure nomination by the Lieutenant-Governor. No technical qualifications are essential. Nominees must be young, ordinarily under 25 years of age; they are appointed on probation, and must pass, within 2½ to 3 years after joining in vernacular, in Police Law and Procedure, and departmental rules and circulars, and in drill. This rule is enforced more strictly than in Bengal, as in several instances men were turned out lately for failing to pass the departmental examination.

Working of the present system.

The Inspector General lays down the following as the essential qualifications of a good District Superintendent: "He should be truthful, absolutely just with his men more or less

hard—that is, not easily imposed upon and not easily be fooled. He should possess a good knowledge of men and of character, and be able to pick out the best agent for each kind of work. He should be a good judge of evidence and of probabilities, and know or acquire the knack of judging how much of a statement is probably true, and how much false. He must be a strict disciplinarian, and he must be an active man and a fairly good rider, so as to go wherever necessity and duty call him." Mr. Sidney Smith, District Superintendent, points out that the District Superintendent has, under the control of the Magistrate, the recruitment of the rank and file of the Force, and also the appointment of the clerical staff. The control exercised by the Magistrate in this matter is practically small, as he has no leisure for it.

Of the officers consulted, Mr. F. W. Porter, C.S., Magistrate of Allahabad, Mr. Sidney Smith, District Superintendent, and Mr. Berrill, Assistant Inspector General, Government Railway Police, would not alter the present system of recruitment for the grade of Assistant District Superintendent, while Mr. Hobart, Inspector General of Police, and Mr. Ward, Commissioner of Jhansi, think some change called for.

The remarks of Mr. Hobart are as follows. Writing of Europeans educated in England, and Europeans and Eurasians domiciled and educated in India, he says :—

I find that 18 of each class have become Superintendents, and their work admits of honest appraisement. I consider the work of each class about equal. Seven or eight of each class are very mediocre men; two of each class are downright bad men.

Most of the pure Europeans, indeed all of this class who have become District Superintendents, are men who have been picked up in this country. Some of them have come out to friends, some have come in from other callings, and some have been mere adventurers.

For the past two years or so, His Honor the Lieutenant-Governor has sent for some young men from home. But these young men are mostly Assistants, and their case will be taken up further on. Having regard then to the two classes which compose the bulk of our District Superintendents (and leaving out the Military and the Asiatic element), I can see but little, if any, difference between the domiciled European brought up at a hill school in this country, and the class of European who has hitherto been picked up in this country and presented to office. The English lad has been brought up among healthier surroundings, and has breathed a less immoral atmosphere when young. The hill-taught boy knows the language, and knows the character of the Native, and so settles more quickly to work. In the long run there is little to choose between the two sets of men. The pity is that the system has given us so many mediocre or poor officers. On the whole, I should say that the Indian-bred and educated boy is, as a rule, less candid and less energetic than the lad brought up at home.

I do not think that the present system of recruitment secures the best stamp of Assistant District Superintendents. Of late years young men have in some instances been brought out from home, but I cannot see that they are an improvement, except in social rank, on their predecessors. I assuredly think that there should be some sort of test applied before a man is allowed to enter the service. I would object to competition pure and simple, because there are qualities necessary to Police work which no examination will test, and which, though found in most school boys at home, cannot be confidently reckoned on in India. But it might be expected that a boy appointed to the Force would be a good rider and of unexceptionable physique. It might be established that his bringing up and his friends were respectable. It would be hardly too much to ask that he could write his mother-tongue correctly, and that he knew elementary mathematics. Some little guarantee that he had had a liberal education might be required, and he should have acquired so much knowledge of the language of India as to be able to converse a little therein, and to be able to read and write it a little; and in the case of boys or young men obtained in this country, it would be quite possible to find out all about their temper and habits before any claims were established, and to exclude the ill-tempered or debased.

I would recommend that two out of every three or one out of every two appointments be given to lads brought up at the hill schools of this country or educated at home and living out here, and that every second or third appointment be given to an English lad, and in the following way:

His Honor the Lieutenant-Governor might still exercise his power of nomination in this country. When a vacancy takes place, he might nominate six lads, and these young men might compete. A certain number of marks might be given for physique, for riding, for excellence in any athletic game; a certain number for knowledge of English in the form of writing, précis writing, and dictation, and a certain number for knowledge of arithmetic; and the boy who scored best might be selected. No boy should get more than two chances. And His Honor might submit his nomination list before each examination privately to his Inspector General, who should ascertain pretty accurately what each boy's character was and what his disposition, and what, in the case of boys educated in India, the name they bore at school, and then the Lieutenant-Governor might strike out the names of those who were not likely to turn out well. In this way some of the very bad men whom we have got would be excluded.

With regard to boys selected at home, and to whom every third (or, if need be, every second) vacancy might be given, I would restrict, if not abolish, the powers of nomination at present possessed by His Honor the Lieutenant-Governor and Chief Commissioner. One of several plans might be adopted—the appointment might be offered to the ten unsuccessful candidates immediately succeeding the last successful man at the Indian Civil Service, the Woolwich, or the Sandhurst examinations. The choice in each case might be given to the highest score in succession among the unsuccessful men. Each of the public schools might be given a nomination in turn, and the Head Master be requested to offer the appointment to a lad of promise—manly, truthful, shrewd, a leader of boys. In this way we would probably get a fine, high-minded, smart lad who would give the Force a certain tone which absolute recruitment in this country will never give it—the tone hitherto imparted by the now rapidly diminishing military element. These same men so selected should give some guarantee of their earnestness by passing an examination in Hindustani at home; or a special examination might be held at home, in which proficiency in althletics, in manly games, in games of mental skill, such as whist, chess, even draughts might be awarded a certain number of marks.

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Police.

In reply to the question as to how long in his experience it takes young men educated in England to become fairly efficient after their appointment, Mr. Hobart observes:—

About 3 years; but it all depends on the man; a smart man ought to be very useful in one year, and efficient in 18 months. The men we get take about 3 years. There should be three half-yearly examinations, and the lad who has not qualified in 18 months should be rejected finally.

Mr. Ward thinks that the present system gives a fairly good class of men, as good as would be likely to be got by any form of competitive examination; but he would have some form of qualifying examination before appointment, adding that an Assistant District Superintendent who cannot write an intelligible docket or test a figured statement is not of much use.

As to promotion of Inspectors to Assistant District Superintendents, Mr. Ward would apparently make such promotions, as a rule, if the men show themselves qualified. All the other officers consulted are averse to such promotions, unless in exceptional cases. It is agreed that the grade of Inspector should be looked on as the prize of the rank and file of the service, and that the qualifications for the superior offices would rarely be found among men so promoted. Mr. Sidney Smith makes the following remarks:

I do not think it desirable that candidates for the upper grades of the Police should be appointed to the Inspector's grade, because under existing orders these gentlemen receive all the training of Reserve Inspectors and even of clerks at head-quarters, before they are appointed to be Assistant District Superintendents. The Inspectorships should, as a rule, be regarded as prizes for the rank and file of the service.

Mr. Berrill points out that this custom does not obtain in the North-Western Provinces, and is opposed to such an arrangement for the reasons given by Mr. Smith.

Appointment of Natives to superior grades.

None of the witnesses examined and officers consulted would recommend the appointment of Natives ordinarily to the superior grades of the Police. Most, if not all, would allow of such appointments in exceptional cases.

Mr. Hobart, Inspector General, writes:

I do not advocate the appointment of Natives to the post of Assistant and District Superintendent of Police unless in very exceptional cases, because the class of Natives—fearless, well-bred, honest, English-knowing—who would suitably fill the post does not care to hold it, and because our experience in these Provinces is not favorable. In 1875 and in 1879 great efforts were made to introduce the Native element. The first Native genlteman put in did not know English; he did his duty honestly and well; his want of knowledge of English was a great drawback; and, fine fellow though he undoubtedly was, he was open to social and religious influence. He was raised from the position of Inspector.

The next man in my mind was a young English-speaking gentleman of good family. He began badly, and he went from bad to worse till he could no longer be retained in the service. He was insubordinate, not quite truthful, and very vicious.

The next man I think of was a right good and approved Inspector. He did not care for the work, and preferred a Tahsildarship, which he obtained.

The next man was a young man of great promise. He was tried and found wanting.

The next whom I recollect was a young man of position and wealth who had served under foreign Governments. He had formed such inveterately lazy habits that he could not be got to work.

The next gentleman is still in the service. He took a long time to develop. He is in charge of a small district, and I could not recommend his responsibilities being increased.

The next gentleman appointed was a Tahsildar. The work was so distasteful to him that, although he got a favorite district, and was placed under the most sympathetic and kindly of our Superintendents, he would not stay.

The next Native gentleman selected was one of our best Inspectors. He has now got charge of a small district. His want of knowledge of English is a great drawback, as it is difficult for him to supervise the English office and the reception of confidential communications in English may perplex him.

I would say that the Government has tried, and honestly tried, all sorts and conditions of Natives who might reasonably be presumed to have the material in them for efficient workmen, and that, either from their fault or from our misfortune, we have not hit on the right man yet.

In reply to the question as to whether he saw any difficulty likely to attend such a course owing (*a*) to the military or *quasi*-military duties a District Superintendent has to discharge; (*b*) to the necessity for keeping the peace between turbulent religious sects; (*c*) to the presence in certain districts of non-official Europeans, Mr. Hobart observes:—

This question is very pertinent. I will give a few facts and figures. In these Provinces we have between 7,000 and 8,000 men trained to arms, who yearly go through a course of musketry; the maintenance of this large body in a state of training and efficiency is absolutely necessary, because of the vast number of prisoners and treasure which we are obliged to protect and escort in the heart of a country where violent crime has been rife for centuries.

We march on the side of Gwalior, Dutia and Bhurtpur, and the petty Bundelkhand States, with territory whence expeditions of organized dacoits are continually crossing into our districts. We have to keep down dacoiti within our own Provinces with a strong hand.

Above all, we have to govern a populace fermenting with fanaticism, and whom on the occasion of religious ceremonies we can with difficulty keep from flying at each other's throats.

Again, at the risk of being considered prolix, I will proceed by the light of actual experience. In Pilibhit two hostile masses of religious enthusiasts, Hindu and Mussalman, were only prevented from a desperate encounter by being fired on by the Police.

At Khurja the same thing happened. At Etawah the aggressive mob had to be charged by a British regiment. In Moradabad and in Bareilly whole streets were looted and given up to the fury of the fanatics. There is hardly a district which has not got its town to show where rioting has taken place or has been averted by the authorities being forewarned.

It is this state of feeling—this very bitter feeling—which makes it so necessary to keep up a strong armed force in these Provinces, and which renders it so difficult for any Native, however high-minded, to steer clear of the quicksands of religious feeling. And, however pure and simple-minded he may be, the followers of a rival creed will not believe in his impartiality at a time of excitement, and the effect is the same. * * *

I may be permitted to add, what is not much noticed, that there is more patronage in the Police than in any other Department. There is a large force of about 500 men on an average in each district. The appointment, promotion, transfer, and punishment of the men and officers give great patronage and great power. The social and religious influences brought to bear in the case of a Native District Superintendent of Police are enormous and almost irresistible. So difficult is the position that the best class of Native shrinks from it, and prefers any other kind of work. The man who can best and most wisely exercise this patronage and power is a Eurapean District Superintendent controlled more or less by his Magistrate.

In his official note the Inspector General had pointed out that the Lieutenant-Governor was anxious to introduce young Native gentlemen of education into the superior grades, but that the service was so far less popular with Native gentlemen of the stamp wanted than the revenue and executive branches that there was now a great difficulty in obtaining fit Natives for it. Mr. Sidney Smith dwelt on the difficulties in making appointments from Natives owing to the relations of the District Superintendent with the military authorities in large cantonments; and Mr. Berrill was opposed to such appointments from the want of strength to maintain discipline and efficiency or to withstand local influence in matters of promotion and transfers and of readiness to meet any emergency to be expected from Natives. He considered that they work well under a good officer, but become slack when this supervision is lost. Mr. F. W. Porter would appoint Natives to the offices of Assistant District Superintendent and District Superintendent only in very exceptional cases, and never in districts where there is a large European population. In a large district a District Superintendent is in some ways in much the same position as an officer commanding a Native regiment; and until a Native is considered fit to command a regiment, he would not appoint a Native Assistant District Superintendent. In cases of religious riots, a Native District Superintendent could not, as a rule, withstand the pressure which would be brought to bear upon him by his co-religionists, and in the matter of non-official European residents Mr. Porter is convinced that there would be endless difficulties. A Native Assistant District Superintendent or District Superintendent should possess the same qualifications as are required in a European, *viz.*, honesty and integrity, courage, both moral and physical, and a thorough knowledge of English. Mr. Ward would appoint Natives in exceptional cases. He sees no difficulties in connection with religious riots or the *quasi*-military duties of District Superintendents, and thinks that Europeans are apt to underestimate the Natives' power of dealing with emergencies when left altogether to themselves. "It will be long," he thinks, "before Natives are qualified to be District Superintendents of Police or Assistant District Superintendents in a district where there are any considerable number of Europeans." He has known only one Native Inspector who would have made a good Assistant District Superintendent. He would as a rule bring in new men, who must be active, bold, honest, with a faculty for commanding others; such men as are, in his opinion, to be frequently found among Native officers in regiments. Mr. Irvine points out that a Native of a soldierly type might be obtained, who would discharge fairly well the *quasi*-military duties of a District Superintendent; but he would not be of sufficient education to perform the other duties, and the prevalence of religious riots and presence in districts of non-official Europeans are obstacles to the appointment of Natives.

Appointment of Inspectors.

There are 193 officers of this grade and 5 Sergeants of Police drawing salaries ranging from ₹100 to ₹200. The total is made up of—

17 non-domiciled Europeans
24 domiciled Europeans
19 Eurasians
58 Hindus
78 Mahomedans
2 Other races

The rules for appointment to this grade are thus shown by the Inspector General:

With but few exceptions, Native Inspectors rise from the lower ranks of the Police. The best men, bearing the best character and of the best detective ability, are chosen after many years' service from among the Sub-Inspectors by the Inspector General. They are chosen from among men specially recommended by District Superintendents and Magistrates and by the Deputy Inspector General of Police, and after a very careful scrutiny of their past history and record. Occasionally, but very seldom, a Native gentleman is brought in from outside.

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European Inspectors are almost invariably appointed at once to the grade of Inspector. They are mostly domiciled Europeans or Eurasians with a sprinkling of soldiers. Rather less than one-fourth of the Inspectors are Europeans; the rest are Natives.

I think that, considering the largeness of our Police Force—over 22,000 men; considering that nearly 8,000 of these are armed and trained men, and having regard to the religious animosity (at best but dormant) of the two great rival creeds, our proportion of Europeans is as small as is compatible with ordinary prudence, and with the safe-guarding of the common weal.

The evidence of Mr. Smith on this point was as follows:

I think the Inspector grade should be as a rule regarded a prize for the rank and file of the service; but we must have a certain number of European Inspectors for stations where there is a large European population. Those European Inspectors should not be taken from the rank and file, because the class of men we want could not afford to live on the pay of the rank and file. We want a man as Reserve Inspector who possesses many of the qualities of a Non-Commissioned officer, but with a greater knowledge of office work than a Non-Commissioned officer usually has. The men we require for this service must be men considerably superior to the men who are usually appointed to the Police in England. They should be men of fair education and respectable parentage, because when District Superintendents go on leave, and there are no Assistant Superintendents to replace them, these men are put in to fill the appointments of the domiciled Europeans who hold the appointments of District Superintendents. At present the best of them are equal to the best Englishmen in the Force.

Mr. Porter gives the following opinion on the present system:

Inspectors are, I believe, appointed in two ways—

(1) by promotion from Sub-Inspectors;

(2) by selection from outsiders appointed direct as Inspectors.

The former is, I believe, by far the more usual course. I am inclined to think that results would be better and that a better class of men would be obtained if the second process was adopted oftener. Promotion from Sub-Inspector to Inspector should not, I hold, be given as a matter of course, but only as a reward for exceptional merit and tried good service. I would recommend the same system as in the case of District Superintendents of Police and Assistant District Superintendents of Police,—*viz.*, careful selection and nomination, a period of probation, and a test examination. I look upon the Inspectors as the backbone of the Police Force, and think they should be just as carefully selected as the Assistant District Superintendents of Police. A good lot of Inspectors can do more to raise the tone and efficiency of the Police Force of a district than the best District Superintendent.

Messrs. Ward and Irvine propose no alterations.

The respective duties of Inspectors, Sub-Inspectors, and Head Constables in charge of stations are given in the following extracts from the Police Manual for the North-Western Provinces and Oudh:—

Reserve Inspectors.

2. The Reserve Inspector should invariably be a European. He will be called Head-Quarter Office and Reserve Inspector. His primary duties are connected with the training of newly enlisted men, the custody of the magazine, arms, and equipments. He will take charge of the office during the Superintendent's absence, and be held responsible for promptly reporting to the Magistrate of the district all information received. He will command escort parties where the amount of treasure to be escorted is large, or in case of convicts, when such are numerous, or consist of men of dangerous character or political importance; and, when in the station, he should be employed as constable or peace-officer in all cases in which Europeans are implicated. In the larger cantonments of Meerut, Agra, and Allahabad, two or more European Sergeants have been allotted to aid in the above purpose, not only for the very large and frequent treasure escort, but also to meet the reqirement which had been felt for a European Officer to take charges made by or against Europeans unable to converse in the vernacular of the country. In Agra and Allahabad an additional Native Reserve Inspector is also allowed.

The European Reserve Inspector will not ordinarily be employed as a Visiting Inspector or for investigation of crime; but it is left to the discretion of the District Superintendent to employ him on such duties when the necessity arises.

Court Inspector.

30. A Court Inspector is allowed for every district, except Basti and Lalitpur. In these districts a Sub-Inspector does the duty of Court Inspector.

This officer should invariably be a Native, acquainted with Criminal Law of Procedure, and of irreproachable character.

His duty is to supervise the entire work devolving on the Police on duty in the several Courts; to see that all prisoners under trial, and whose cases are to be brought on for hearing, either on charge by the Police or by adjournments from previous hearing, and who may be in custody of the Police, are in attendance; that the Head Constables in each Court have acquired an insight into the cases to be brought on, and that they have possession of the special diaries, weapons, or property to be produced, and that they have witnesses in attendance. He should himself, by examination of the special diaries, see whether there is ground for asking for adjournment to obtain further evidence; and, if so, instruct the Head Constable to make such application, and in all cases when so directed by the District Superintendent, or, in the absence of the Superintendent, in all cases of grave importance, he should himself conduct the prosecution of the charge.

He should see that proper order is maintained throughout the court-house, and before the close of the day that all warrants have been endorsed to the officers of stations concerned, and that all orders have been abstracted from order-books and transmitted.

In cases committed for trial to the Sessions Court, he should report to the District Superintendent whether the Government Pleader has been employed by the Magistrate or no; and, if not, the grounds on which such assistance would be desirable; and, lastly, he should be careful to keep the District Superintendent promptly informed of all cases in which during trial there is apprehension of important failure, or in which charge of misconduct or inefficiency has been brought against the Police, and of the result of prosecution in all cases.

Visiting Inspectors.

41. Visiting Inspectors will be stationed at head-quarters, and shall be deputed from thence on tour of inspection of the stations and outposts. North-Western Provinces and Oudh. Police.

A proportion of the Visiting Inspectors may be Europeans according to local circumstances. European Inspectors must be well-educated men, well conducted, and deserving of confidence in every way. They should be acquainted with the Urdu language, and encouraged and helped to master it.

The general duties of Visiting Inspectors are as follows:

I.—He is not an officer in charge of any Police station, but Inspector of the officers in charge of six or more stations forming a Police circle.

II.—As such his duties are to see that the officers and the subordinate Police of the circle perform their duties with promptitude and fidelity; that all occurrences and the employment of the Police are faithfully and correctly reported; that discipline of the Constabulary is maintained; that the subordinate officers and Constables are acquainted with the duties to be performed, or are being instructed therein; that their arms, accoutrements, and uniforms are in good order; and that good orderly conduct is maintained throughout his division, and that the station registers and records are properly maintained.

III.—He is the principal detective of his division, and the Police investigation of all heinous or grave crimes committed within the division devolves upon him. In order to be successful in detecting crime, it is his duty to have a general knowledge of the inhabitants of his division, more particularly of bad or suspected characters, and to see that Constables acquire and retain an intimate acquaintance with their beats.

IV.—Ordinarily he will not interfere directly with the proceedings of the local Police Officers in the investigation of crimes or detection of offenders, which is the duty of the officers in charge of the circles; but when qualified he can of course be employed in any way thought advisable. One danger must, in employing Inspectors as detectives, be avoided. District Superintendents of Police must bear in mind that the Executive Police Officers are responsible for the detection of crime, and that on every occasion that he employs an Inspector he relieves the Executive Police officer of his proper duty, and weakens the responsibility cast upon him. Except in cases committed by organized criminals, or in pursuance of a systematized plan, the Station Police should, under the guidance and directions of the Magistrate, and under training by the District Superintendent of Police, be competent for the discovery of all offences, and at all events they should not expect relief.

V.—He should see that the Police are respectful to the public whose servants they are.

VI.—He should take notice of all suspicious characters and wandering tribes.

VII.—He should bring to notice the good conduct of members of the Constabulary of all grades, and should unflinchingly report all shortcomings; for this purpose he should be deputed from head-quarters verbally instructed, so that the instructions may not become known as to what lines he should patrol, and he should return to head-quarters with notes of his observations.

VIII.—He should keep a diary when on tour, and record in the station inspection report book the result of his daily inspections. All orders to the subordinate Police which his reports call for should emanate from the District Superintendent of Police.

IX.—He is expected to be able to advise the District Superintendent or Magistrate on every subject connected with his division in a Police aspect, and to communicate to these officers the earliest information of any evil designs or seditious movements against Her Majesty's Government.

X.—He is responsible for the general good conduct, discipline, and honesty of the Police of his division, and as such bound to inform himself of the conduct and character of each man, and to report every instance of misconduct.

XI.—Inspectors should be acquainted with the Manual and Platoon Exercise, and be able to move a body of 100 men in such a way as to be able, backed by that force, to quell any serious riot, and also to be able to escort treasure or prisoners safely and with order and precision.

XII.—Each Inspector having a portion of the district allotted to him will record daily the work on which he was engaged; the Police stations or villages visited by him; the information conveyed to him, and any orders issued to the Police under him. No further details will be given. Reports of inspection will be entered in the book kept at all stations for that purpose; a report of investigations in special diaries. A copy of the diary will be forwarded by each Saturday's post to the District Superintendent, who may, should the conduct of the Inspector require it, demand a more frequent or even daily copy.

Sub-Inspectors.

42. The officers in charge of Police stations of 1st class are denominated Sub-Inspectors; those of 2nd class Head Constables.

I.—They are responsible for the conduct of the Police, the supplemental tahsil or other guards, town or other Police, located under their charge. Covers will be addressed to him, and all orders received therein for execution will be taken by him, and the duties for the day arranged for by him. All reports, informations, or charges made at the station-house will during his presence be made to him, and all proceedings taken thereupon will be by his direction. The writing of station diaries, registers, and records will be committed to the writer, but the Sub-Inspector will see that the record made is faithful and true.

II.—If the town or city in which he is stationed is provided with a Police for the protection of life and property, he will see that the Police are vigilant and constant on their patrolling duty; that property is protected and crime prevented; and on the commission of an offence, he will ascertain whether such offence obtained commission through neglect of duty.

III.—He will receive the reports of all village Chaukidars, and enquire from them particulars relating to any bad or suspicious characters resident in their villages, or absconded offenders connected therewith.

IV.—On receipt of information of crime, he will, in all cases in which investigation is imperative, whether by demand of the injured party or by the nature of the offence itself, either proceed himself or depute a subordinate for the local investigation; and should he depute a subordinate, he will see by perusing the report of the proceedings of the investigating officer, *i.e.*, the special diaries, and by questioning his subordinate that the investigation has been fully and properly conducted; and, if not, he will remedy what is defective.

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V.—Whenever on duty in the interior of the circle, he will take every opportunity for collecting information of the characters and events of his circle that he may have an intimate knowledge of the people around him, and more especially of the bad or suspected characters of importance, and he will see that his subordinates (the writer alone excepted) also take every opportunity of acquiring local information.

VI.—Sections of Police stationed within his circle, as well as all village Chaukidars, will be kept under his constant supervision and control, and, assisted by his subordinate officers and Police, he will see that duties devolving upon these are not neglected.

43. A Head Constable is either in separate charge of a Police section stationed at an outpost or located at a Sub-Inspector's station.

I.—In the former case, he is responsible for the orderly conduct and discipline of the men under his charge whom he will inspect at daylight and sunset every day. He will assign to each man the duty to be performed during the ensuing 24 hours, and will be held responsible that the work is allotted fairly and impartially, and is correctly and punctually discharged. He will be in constant communication with the Sub-Inspector or Head Constable within whose circle he is located, to whom he will report all criminal or other occurrences of importance that take place within his beat, and to whose station-house he will convey all accused of crime.

PUNJAB.

Punjab. — Police.

The Force consists of 15,170 men. The superior or gazetted officers are 63 in number, *viz.*, an Inspector General* on R2,250; 1 Deputy Inspector General on R1,500, 2 on R1,200; 34 District Superintendents on pay rising from R500 to R1,000; 1 Assistant Inspector General of Railway Police on R700; 18 Assistant District Superintendents, 1st class, on pay rising from R250 to R450; and 6 Assistant District Superintendents, 2nd class, on pay varying from R200 to R400. Of the whole number (63), 45 are Europeans not domiciled in India. Of these 7, including the Inspector General, are officers of the Army; 11 are Europeans domiciled in India, 2 are Eurasians, 2 are Hindus, and 2 are Mahomedans, and one is by birth a native of Afghanistan, but has received an English education and been brought up as an Englishman. There is no Covenanted Civil Servant among the officers. Twenty-five per cent. of the gazetted appointments must, under the orders of the Government of India, be filled by Military officers.

The 2nd class of Assistant District Superintendent is reserved for Inspectors who have earned exceptional promotion by long service, special aptitude for Police work, and conspicuous integrity. One Native gentleman was appointed direct to the class in 1868, the authorities in that year being anxious to appoint a Native of high social rank as an experiment. The two Hindus and two Mahomedans and one of the two Eurasians mentioned above are all in this class. There is no Hindu or Mahomedan, and there is only one Eurasian in the other grades of superior officers.

Admission to the higher grades is obtained through the Assistant District Superintendentship of the 1st class.

Appointments to this class, except in the case of Covenanted Civilians and Military officers, are, under a system lately introduced, made by nomination and competitive examination among nominated candidates; but no candidate is brought on the list of nominees until he has furnished satisfactory evidence as to his age being between 20 and 25, physical fitness, good moral character, active habits, and gentlemanly bearing, and his having passed the higher standard test in Urdu laid down for Military officers. After appointment officers must pass departmental examinations in Law and Police rules before they are finally confirmed or promoted. Promotions from Assistant District Superintendent to District Superintendent and from District Superintendent to Deputy Inspector General are governed by the principle that the senior man, if recommended, should get the promotion. The greater number of applicants for appointments of Assistant District Superintendent are the sons of Civil and Military officers who have failed to enter the Army or Covenanted Civil Service, or whose education has not been of a sufficiently special character to admit of their taking up a professional career. A large proportion also might be described as the descendants of domiciled Europeans. A few Eurasians also apply.

The technical acquirements of the Department are thus given in the note of the Departmental member:

"To be efficient in any grade of the Force, a Police officer should be educated in Urdu, and should be conversant with elementary drill, and be possessed of a sufficient knowledge of law and procedure to be able to perform his duty without exceeding his authority. Gazetted officers require an extended knowledge of criminal law, must be good riders, and, to be at all successful as District Superintendents, must be well educated and possess aptitude for the

* NOTE.—The Commissioners of trans-Indus divisions are *ex-officio* Inspectors General in their divisions, and the Deputy Commissioners of districts in these divisions are *ex-officio* Deputy Inspectors General.

controlling and supervision of large bodies of men, seeing that they have to perform the numerous duties of Commanding officer, Adjutant, Quartermaster, Drill Instructor, and legal adviser to their subordinates."

Working of the present system.

The system of limited competition has only been recently introduced, and there has been only one officer as yet admitted to the Department in that way. The opinions given below have reference therefore, unless where it is otherwise stated, to the qualifications of the different classes of officers obtained by the old system of nomination, pure and simple, by the Lieutenant Governor.

The opinion of the Inspector General is that the more efficient Assistant District Superintendents are Military officers, who enter the Department after undergoing some years' training in a regiment, and consequently are better able to control their subordinates and command more respect than civilians could do in the earlier years of their service; and he thinks that the sons of officers who have been educated in England perform more efficient service than young men brought up in India. Colonel Waterfield, Commissioner of Peshawar and *ex-officio* Inspector General of Police in that Division, Mr. Clark, C. S., Deputy Commissioner of Lahore, and Major Hutchinson, Deputy Commissioner of Multan, approve practically of the present system, and all these consider that in the long run the man educated in England makes a better officer than one educated in India. The latter may have an advantage at starting in a better knowledge of the language and people, but his tone is said by Colonel Waterfield to be inferior; "he is often native in his ways, suspicious, and suspected of bias by his subordinates"; while Major Hutchinson writes: "The young men educated in this country have not the same knowledge of the world, and in many cases, I should say, they have not the same high appreciation of truth as a man who has been educated in a public school in England." He adds: "I think it must follow that young men who have grown up in this country must, to a certain extent, be affected by the general defects of the Natives. I only speak of the general rule: there are, of course, brilliant exceptions." Mr. Warburton, District Superintendent, would retain the present system and admit young men direct from England, but would also promote European Inspectors domiciled in India to Assistant District Superintendentships with a view to their becoming District Superintendents. He has known such men who have been really good Police officers. He has served with men brought up in this country and men educated in England, and considers that there is a marked difference between the two classes.

Mr. O'Brien, C.S., Deputy Commissioner of Delhi, Mr. Turton Smith, District Superintendent of Police, Lahore, and Mr. McAndrew, Deputy Inspector General of Police, disapprove of the present system of recruitment, and would substitute for it a competitive examination or other system of recruitment in England. Mr. O'Brien thinks that the system of nomination has given men who had failed in England, and, when appointed here, have no application and wish to leave their work. Mr. Turton Smith is of opinion that it gives some good men and some indifferent men, and Mr. McAndrew that it has given a few failures, *i.e.*, men not good of their class, and that men have taken years to pass the departmental examination. All these officers, however, give a preference to men educated in England over young men brought up in India. Mr. Turton Smith considers that the latter class are more partial in their judgments, have some of the defects of Natives, and are influenced not solely by a man's work. Mr. McAndrew thinks that, on the whole, they are inferior to men educated in England. They are more native in their habits and ways of thinking and in their want of courage.

Messrs. Meakins, Williams, and Amar Singh, Inspectors, would promote to superior offices from the grades to which they belong. Colonel Waterfield endorses this to some extent, while Major Hutchinson and Messrs. O'Brien and Turton Smith are opposed to it, the reasons given being the deficiency of Inspectors as a class in education and social position, the late age at which those who work their way through the lower grades reach the rank, and the ignorance of English among Native Inspectors. It is suggested that the promotion of European Inspectors to posts for which their Native comrades in the same grade are disqualified only by ignorance of English would by creating discontent have a prejudicial effect on the force.

Employment of Natives in the superior grades.

Colonel Waterfield would not advocate this as a rule, but would promote to Assistant District Superintendentships a certain number of Ist class Inspectors. He sees difficulties arising from the *quasi*-military duties of a District Superintendent, from the occurrence of religious riots, and the presence in the district of non-official Europeans, and, therefore, considers that only men of special education, training, character, and bravery can hold such positions.

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He has not come across such Natives in the Police. They always endeavour to surround themselves with their own creatures. He would, therefore, appoint only a proportion from among the Inspectors and bring in new men to fill the remaining vacancies. Candidates should have passed the entrance examination and a subsequent qualifying examination in law and procedure, which might be competitive. Mr. Clark thinks that Natives might be appointed Assistant District Superintendents up to a certain number, but should not be District Superintendents unless in very exceptional cases. He sees difficulties from the circumstances alluded to above in the précis of Colonel Waterfield's evidence, and would appoint new men by a mixed system of nomination and competition, as Extra Assistant Commissioners are now appointed. The qualifications should be respectability of family and belonging to a martial or governing race, good education, good character, and good physique. Mian Sher Singh, Assistant District Superintendent, sees no reason why a Native, if qualified by education, should not fill the office of District Superintendent of Police. He allows that in case of a religious riot, the reputation of a Native District Superintendent would suffer; but adds that in such cases the people will not believe in the impartiality of a European officer. Lala Amolak Ram, Munsif, *i.e.*, a Subordinate Civil Judge, has never served in the Police, but thinks that the duties of a District Superintendent could be more satisfactorily performed by Natives. He would admit them to the controlling grades by competitive examination in literature and law, and in some cases by promotion from the lower ranks.

On the other hand, Amar Singh, Inspector of Police, considers that a knowledge of English, though not essential for an Assistant District Superintendent, is indispensable for a District Superintendent, and that it would be difficult for an officer who is either a Hindu or a Mahomedan to perform properly the duties of a District Superintendent in a rural district. Messrs. O'Brien, Warburton, Turton Smith, McAndrew, and Major Hutchinson are opposed to the employment of Natives, at all events at present, in the superior grades of the Police.

Mr. O'Brien writes as follows in reply to questions put by the Sub-Committee:

(*a*) I would not advocate the appointment of Natives to the offices of District Superintendent or Assistant. The District Superintendent is very much uncontrolled. The very best Natives in such a position become slovenly and unpunctual in their work. They would not be impartial. I draw this conclusion mainly from what I have seen of Natives in civil charge of sub-divisions, of districts, and of Tahsildars in isolated tahsils.

(*b*) I have never met a Native who even in an exceptional case was fit to be a District Superintendent or Assistant.

(*c*) I have no experience of how a Native works in position of military or *quasi*-military command. The discipline of an ordinary Police station is generally very lax, and the station and its surroundings are dirty and slovenly.

(*d*) I do not know a Native who would be impartial in a religious row. Even if he was impartial, his impartiality would not be believed in by his compatriots. Few Natives have the strength of mind to do anything opposed to the wishes of their own sect.

(*e*) A Native District or Assistant Superintendent would be in a very difficult position if he had to act against European criminals. I believe that he would not from fear do his duty.

Major Hutchinson would not advocate the appointment of Natives to the offices of Assistant District Superintendent or District Superintendent, whether ordinarily or in exceptional cases. He writes:

It is true that Natives generally would be better detective officers, but that is not so much required in these posts as the power to rule and train large bodies of men. I would not advocate even exceptional cases.

In reply to the question as to whether he saw any difficulty likely to attend such a course owing (*a*) to the military or *quasi*-military duties a District Superintendent has to discharge; (*b*) to the necessity for keeping the peace between turbulent religious sects; (*c*) to the presence in certain districts of non-official Europeans, Major Hutchinson observes:—

All these are good reasons for not appointing Natives to the post of District Superintendent. I have never yet seen a Native who could be trusted for the post, and who has sufficient executive ability. Natives properly trained make good Judicial officers, but not good Executive officers. Natives will not be fit to rule over large bodies of men of mixed nations such as are found in the Police, and to be trusted in Police charge of districts in which there are numerous races, as in any Punjab District, until they have been educated out of caste prejudice that must take some two or three generations.

If such appointments be made, he would prefer to bring in new men into the grade of Assistant District Superintendent to appointing Inspectors. Competition modified by selection, he considers, would be the best plan, and the qualifications to be required are powers of organization, a high standard of education, physical strength, and utter disregard of national or caste prejudice and strict integrity.

Mr. Warburton sees no reason why Natives should not be appointed if they are qualified for the post; but his experience is that, as a class, he does not remember ever to have come across any Native gentleman who would make a good Assistant District Superintendent. He considers that Natives are altogether deficient in the necessary qualifications,

moral, physical, and mental. Their associations, party feelings, and prejudices would militate against their efficiency as Police officers. He has known three or four Native Assistant District Superintendents; but not one who was satisfactory. He does not think that, speaking generally, the 2nd class Assistant District Superintendents are such men as he would select for District Superintendentships.

Mr. Turton Smith's evidence on the point is—

Have you had Native Assistant Superintendents working under you?—Yes.

What do you think of them?—I do not think they are satisfactory. They are not good at maintaining discipline. They are not, as a rule, so impartial as they might be. and, even if they are not themselves biassed, the people impute partiality to them. For instance, during a riot at Hushiarpur, a Mahomedan Inspector fired a revolver, not intending to kill any one. However, it took effect on a Mahomedan in the crowd, who died subsequently. The Mahomedans all insisted that the shot had been fired by a Native Assistant Superintendent of Police, a Hindu. I adduce this fact as an illustration of the readiness of persons of one sect to bring false charges against members of another. I observed the same thing during the Mahomedan riots in Lahore the year before last: members of one class, even those in office, constantly declaimed against the other.

How do Native subordinates do their work?—Some of them exceedingly well.

Do the same causes militate against their efficiency as militate against the efficiency of Natives in higher positions?—They do.

Is it desirable, as a rule, to promote Inspectors to Assistant Superintendentships?—No; only as reward for long service it is desirable.

Would you carry the promotion further to District Superintendentships?—It may be that in the future, schools like the Punjab Chiefs' College may give us a class of Natives such as we have not as yet had; and if so, and if only their sectarian prejudices can be got over, I do not see why Natives of that class should not be brought in as Inspectors at once and allowed to rise gradually to higher grades; but at present amongst the District Inspectors I know of none whom I would put in charge of a district.

You heard the evidence of the last witness about the duties of District Superintendents and the difficulties a Native would have in performing those duties satisfactorily. Do you agree with what he said?—I do.

Mr. McAndrew, Deputy Inspector General, gave the following evidence:

There have been Native Assistant Superintendents of Police in this Province?—Yes.

How have they done their work?—Fairly. No Native has yet been appointed a 1st class Assistant Superintendent or a District Superintendent in this Province.

Do you see any objection to the appointment of Natives as Assistant Superintendent?—Certainly; I do not think they could be trusted to be impartial on occasions of religious disturbance. They would take sides, and I think also they would make use of methods in detecting crime which would not be in accordance with our notions.

When Natives are appointed Assistant and District Superintendents, is it desirable to post them to Provinces other than those to which they belong?—Certainly.

Are you aware that there is a Sikh District Superintendent who has obtained considerable reputation in the Central Provinces?—I was not aware of it, but I can quite understand that a Native who belongs to a race accustomed to command, placed in a Province where he has no family connections, and where there are no religious differences to militate with his usefulness, might make a very fair District Superintendent.

Are you aware whether this question of employing Natives has ever before been mooted in the Department here, and whether it was or was not then accepted that Natives might be employed if they could be obtained of sufficiently good education and moral character?—Yes, and the result was the throwing open of the 2nd class Assistant Superintendent's grade to Natives, and it was at the same time stated that if they showed special qualification, they might be promoted still higher. A similar enquiry of the same nature was made even before the Punjab Police was organized, and the general opinion was that European supervision was a thing which could not be dispensed with. In former days, we had Police battalions commanded by Natives taken over from the Sikh army. They were a semi-military body, doing jail and treasury duty under a Native Commandant associated with an English Captain of Police.

The witness explained his evidence in a note subsequently submitted, from which the following extract is taken:—

I objected to the appointment of Natives. In doing so, I wish it to be clearly understood that my objection extends only to Natives as they now are, and as I know them, and not to Natives as they may become when the benefits of education are more generally spread, and when a higher standard of morality prevails among them. My objections are formed on following reasons, *viz.*:—

The Natives are wanting in energy, both physical and mental, and are consequently deficient in that strength of character necessary for the maintenance of discipline.

That their impartiality in the distribution of the patronage which would fall into their hands could not be depended on, as they are so hampered by family and caste ties that even when they wish to be impartial they cannot be so.

That their conduct could not be depended on in case of religious disputes and disturbances, and that in such case their impartiality would most certainly not be believed in by the people generally. That there would always be a fear that they would countenance on the part of their subordinates methods of detection of crime which, according to English ideas, are not to be justified.

Again, in case of political disturbances, such as may arise at any time, the Government would not be able to depend on the information furnished by them, nor on their conduct generally.

Recruitment of Inspectors.

The general rule is that a candidate for any Police appointment inferior to that of Assistant District Superintendent must, except in very special cases, enter the Force as a Constable

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or as a Probationer. The following is an extract from the rules for the nomination and training of Probationers which will be found in Section II of the Volume relating to this Department: "The situation of Probationers is intended to give to suitable persons the opportunity of qualifying by real and earnest hard work during a period of 12 months for the post of Sergeant, or in very exceptional cases of marked ability and assiduity, of Deputy Inspector." Inspectors are promoted to that rank from Deputy Inspectors. Sergeants and Deputy Inspectors in the Punjab Police correspond respectively to Head Constables and Sub-Inspectors in the North-Western Provinces and Lower Bengal. The officer in charge of a station is generally a Deputy Inspector. He may in some cases be a Sergeant. He does the detective work. The Assistant District Superintendent supervises his work, and sometimes the Inspector does so. Generally there is one Inspector to each district, but sometimes two or three. An Inspector is often put in charge of a serious case. He does general inspection work, and ought to be a man of intelligence (*vide* Mr. McAndrew's evidence). Mr. Clark and Inspector Amar Singh approve of appointing Inspectors from Deputy Inspectors. The latter officer adds that seniority and special ability should be taken into consideration. Colonel Waterfield would make some direct appointments as well as from the subordinate ranks in order to give men of education and character an opportunity of entering the Police Service as Inspectors. He says that men are fitted in 18 months or 2 years for the appointment of Assistant District Superintendent, and that they can qualify in a similar period for an Inspectorship. They must have passed the entrance test of a University, and then a qualifying test in law and procedure. Major Hutchinson is in favor of appointment by competition among a few carefully nominated candidates.

Leave and Pension.

The English Uncovenanted officers of the Force come under the rules of the Civil Leave and Pension Codes, but they labour under a disadvantage as compared with Native Constables and Sergeants, inasmuch as the latter are allowed to count 1 year's furlough or sick leave in 15, and 2 years of such leave in 30, as service for pension, whereas the former have no such privilege. The European Uncovenanted officer also counts his service for pension only from the age of 22, and the difficulties as to leave prevent an officer taking the rest and recreation that is necessary for his health and efficiency.

CENTRAL PROVINCES.

Central Provinces. Police.

The Sub-Committee did not visit the Central Provinces, and the information in this note is taken from a letter of the Chief Commissioner, and its enclosures, supplemented in one or two places by the printed Police Report for 1886 and from replies to a series of questions on the subject sent to selected officers.

The Force consists of 8,704 men and officers. The superior officers are one Inspector General, an officer of the Army, who is also Inspector General of Jails, on ₹1,800, and 18 District Superintendents on pay rising from ₹500 to ₹1,000. There are two Military officers among them whose pay can by personal allowances be made up to ₹1,200, and six Assistant District Superintendents of the A Division on ₹250 rising to ₹300. These are all Europeans not domiciled in India, except one District Superintendent on ₹600, who is a Hindu. First appointments to the grade of Assistant District Superintendents are made by His Excellency the Viceroy. The officers thus appointed are considered probationers until they have passed the prescribed examination in Law, Procedure, and the vernacular languages of the Provinces and are then only considered eligible for promotion to the higher grades.

Promotions to the higher grades are made, as a rule, by seniority on the recommendation of the Inspector General.

The subordinate officers drawing pay of ₹100 and over consist of—

5 Assistant District Superintendents of the B Division on ₹250.
38 Inspectors in grades on pay rising from ₹100 to ₹200.
Among the subordinate officers, nationalities are thus represented:—

Europeans		...
Eurasians		19
Hindus	Natives of India	12
Mahomedans	Natives of India	11
Others	Natives of India	1

Assistant District Superintendentships of the B Division are given to Inspectors for whom promotion to this grade is ordinarily considered to be the final reward of good service. They are not eligible for further promotion, and no one entering the subordinate branch can now rise to the higher grades.

Inspectors are promoted from the lower grades in the case both of Natives and Europeans or Eurasians, and of late years no appointments of outsiders have been made to this grade.

Sub-Inspectors also, as a rule, are promoted from the lower ranks; but by recent orders (March 1885) 18 out of 70 Sub-Inspectorships are to be reserved for men of good education and position, who will be nominated by the Inspector General, to whom Deputy Commissioners are to make recommendations.

The following is a *resumé* of the opinions of officers consulted respecting the comparative value of the services rendered by persons of various classes now employed in the Department, the present system of recruitment for the office of Assistant District Superintendent, and the larger admission of Natives to that grade. There is a general agreement that the present mode of recruitment is not altogether satisfactory. It gives boys who have probably failed to get into the Army or other branches of the public service, and are consequently deficient in education, while departmental necessities often raise them in a couple of years to the Police charge of a district for which they have failed fully to qualify themselves. A system of competitive examination among nominated candidates is recommended by some witnesses, and the nomination of English boys educated in India where they can be found, while one witness would recruit mainly from Subalterns of the Army. The opinions regarding the efficiency of officers of this class formerly in the Force and few in number are conflicting.

As regards Natives, there is strong testimony in favor of the efficiency of the one Hindu District Superintendent; but he is a Sikh; and, while several witnesses see no reason why small districts should not be placed in charge of Native District Superintendents, they admit that it would be difficult, if not impossible, to find men qualified for the office among the Native Inspectors of the Force, or among the educated classes of the Provinces. These last are not of those castes or sections of the population in which the physical energy and power of commanding men necessary for a good Police officer are generally found. The Chief Commissioner writes that for the control of the District Police, European officers are, in his opinion, generally superior to Natives.

As regards officers of the classes comprehended under the term Statutory Natives, *viz.*, domiciled Europeans, Eurasians, and pure Asiatics, Mr. Lindsay Neill, Commissioner, Nagpur Division, has had some experience of officers of the three classes, and considers that they were efficient and capable officers in their way, but that each of them was at a disadvantage owing to defective education and consequent inability to take a broad view of facts, and several of them seemed inclined to subordinate principle and correct procedure to the obtaining of results.

The present method of recruitment gives many young men who have failed for the Army or in other lines, appointed apparently because their fathers are thought to possess claims on Government. Some are efficient, more will become so. On the other hand, not a few are imperfectly educated and are wanting in application and industry. They rise too rapidly to positions of responsibility, *i.e.*, the office of District Superintendent, and become arrogant and conceited. It takes five years as a rule for them to become efficient, and they act as District Superintendents before that. Mr. Neill does not think that young men educated in this country possess any advantage over those educated in England, and would appoint Statutory Natives as Assistant District Superintendents only in exceptional cases.

Colonel H. C. E. Ward, now Minister of the Bhopal State, but for 20 years a Deputy Commissioner and Officiating Commissioner in the Central Provinces, says that his experience of the young men appointed under the present system of recruitment is small. Some with whom he worked were efficient when they had gained experience. This took about two years. As to domiciled Europeans and Eurasians he cannot speak, but a Sikh District Superintendent was in all respects one of the best Police officers he ever worked with. A Mussulman Assistant District Superintendent was a good officer for all ordinary work, but not the man for an emergency. He would advocate the appointment of Natives—pure Asiatics—as Assistant District Superintendents and District Superintendents in small districts and places where Native regiments are located. They should not be employed in places where there is a European military force. There would be no difficulty as regards military or *quasi*-military duties or in keeping the peace between turbulent sects, for which the exceptional Native is quite equal, though the ordinary Native is not. The non-official European also requires exceptional treatment. Colonel Ward would not, as a rule, promote from the grade of Inspector to Assistant District Superintendent; but if he found an exceptional man among the Inspectors, he would promote him at once, placing him on probation for 4 or 6 months under selected District Superintendents. The rule, however, should be to bring in new men.

Mr. J. W. Chisholm has served as Subordinate Magistrate, District Magistrate, and Commissioner for many years, and for two years as Inspector General of Police. He has had but small experience of superior Police officers taken from domiciled Europeans and pure Asiatics;

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he has known only three of the former, and two of the latter. The last mentioned were selected men who had merited exceptional promotion for having done remarkably good service in the subordinate grades. All were, taking them all round, as efficient as other District Superintendents. The present system of recruitment is defective, inasmuch as it bars all advancement from the lower grades, thereby discouraging good men from entering those grades and disheartening those already in them. Mr. Chisholm would not change the general lines now followed in appointing Assistant District Superintendents, but would notify that the higher appointments are open to men of the lower grades, who show themselves in every way qualified to rise, and would make such promotions when suitable candidates were available, though he admits that there are at present few such candidates. Taken as a body, the young men obtained under the present system, once they are trained—work very well. There are of course exceptions, as in every service. For the first year of their service, they are of little use from their ignorance of the language and customs of the people. Some show more aptitude than others, but very few can do much in the way of responsible work till they have completed two years' service. Young Englishmen educated in India, from their knowledge of the language and customs of the people, are more useful; and if their youthful training and education be good, there is no counterbalancing drawback to this advantage. The number of suitable young men in India so brought up is, Mr. Chisholm thinks, limited, and there could therefore be no recruitment to a large extent from this class. In the Central Provinces the time has not come when Natives could, in the interests of the public service, be appointed Assistant District Superintendents, as an ordinary arrangement, nor are there suitable candidates available among Natives of the Province for appointment. In addition to general educational attainments and some guarantee as to character which are needed in all branches of the public service, there should, in the case of an officer's appointment in the Police, be a reasonable assurance that the candidate will have courage and force of character. He should also have a good stock of energy, be of active habits, of sound physique, and a good rider. Many of the qualities required are just those in which most of the youths of any position in these Provinces are singularly deficient. As a fact, young men are not available who could ordinarily be appointed as Assistants in the Police. On the other hand, in exceptional cases, in Mr. Chisholm's opinion Natives might well be appointed; but this could only be after a period of training in subordinate appointments, and after they had shown their fitness for the higher posts. If only properly trained Natives are selected to hold districts, he anticipates no difficulty. A man like Sardar Ratan Sing, of Raipur, with endless resource and pluck, would deal quite as vigorously with a disturbance as an Englishman. At the same time his efficiency is the outcome of a long course of discipline and training. He would, as a rule, promote Natives from Inspectors to the higher grades if fit. In the Central Provinces he knows of no men who could with the slightest hope of success be appointed at once as Assistant Superintendents. In other Provinces there may be suitable young Natives fit for such posts, but he would counsel experiments of this kind being tried on a limited scale. There is experience to hand in the case of Native States, and such experience is not encouraging as regards Police management. It would be a wise policy to declare frankly that most of the higher Police appointments must be held by Englishmen, but at the same time to promote exceptional Natives to the charge of districts when they have proved their fitness to hold such charges. The assumption in the case of every young fellow appointed an Assistant District Superintendent is that he possesses pluck, power of endurance, energy of character, and a high sense of duty. The possession of these qualities cannot be tested by any system of examinations; but the selection to these appointments as now made is from a class of English youths who usually possess them. He does not see how any mode of selection could ensure these qualities in Native youths trained under altogether different conditions, and fears that if the experiment is tried in any Province of appointing such youths, the necessary qualities, in the absence of preparatory discipline in subordinate posts, would too often be found wanting. He would, as already stated, promote Inspectors, provided that they had proved themselves in every way fit for promotion. Some assurance can be entertained of a man doing well who is selected after careful trial.

Mr. S. Ismay, C.S., Officiating Deputy Commissioner, Nagpur, has served in the Central Provinces since 1871 in the offices of Assistant Commissioner, District Superintendent (two years), Inspector General of Police (six months), and Deputy Commissioner. He has known two pure Asiatics and three or four Natives in the more extended sense in the higher grades of the Police. Of the former, he considered one grossly inefficient; the other is fairly efficient. Domiciled Europeans are as a rule efficient. They know the language and understand Natives, but they are often afraid of responsibility and inclined to be under-hand. The present system of recruitment is not good. It gives boys who were failures at home. Some turn out fairly efficient; others very much the reverse. A fairly educated boy of average

ability should be of use in two years, and fit for independent charge in five years. Young men educated in this country have a great advantage at the outset. They are, however, too often of inferior physique and wanting in energy. In Mr. Ismay's opinion also, they cannot, as a rule, be so implicitly trusted as men who have been educated among English surroundings. A mixed system of nomination by competition among nominated candidates, in which a fair proportion of marks would be given to riding, gymnastics, &c., commends itself to him as a better mode of recruitment than that in force at present. He would not advocate the appointment of Natives to be Assistant District Superintendents and District Superintendents in the Central Provinces. A fair English education is indispensable and the educated Natives in the Central Provinces would not make good Police officers. The people in the Central Provinces are generally more amenable to orders, and non-official Europeans are few and far between, so that difficulties which may exist elsewhere are not to be apprehended in the Central Provinces if Natives be appointed. In that case qualified Inspectors might be promoted to be Assistant District Superintendents; but qualified men would be rarely met with. Outsiders of good caste, family and English education, good physique and active habits should be appointed on the mixed system of nomination and competition suggested above. There should be the same line between Inspectorships and Assistant District Superintendentships as between the Commissioned and Non-Commissioned ranks in the Army; and only for some extraordinary reason should an Inspector be promoted. Unless this is clearly understood, a young man is apt to take a European Constableship or Inspectorship in the hope of promotion, and when no such promotion comes, he developes into a grumbling, discontented, and useless official.

Colonel Boyce Thomas, Deputy Commissioner, Raipur, has had experience of the work of only one or two Statutory Natives as Assistant District Superintendent or District Superintendent, and thinks that they were fairly efficient. He considers that fairly efficient men are obtained by the present system of recruitment, but that competition in England would bring in better men. At present men are procured who have failed for other branches of the public service. Men of ordinary intelligence become fairly efficient in two years, and, except in knowledge of the vernacular, men recruited in this country are not superior. He would appoint Natives, *i.e.*, pure Asiatics, as Assistant District Superintendents only in very exceptional cases. There would be difficulties arising from the *quasi*-military duties of the District Superintendent, and from the necessity for keeping the peace between turbulent religious sects, especially in places where unemployed Europeans seeking work or going about begging are at all numerous, as Native District Superintendents would be practically of little use to a District Magistrate. Where it is thought necessary to appoint them, they should be brought in direct from men of good families, and not promoted from the Inspector's grade. They should be well educated and pass a qualifying examination. European Inspectors should not ordinarily be promoted to be Assistant District Superintendents.

Mr. R. H. Hamilton, District Superintendent of Police, Jabbulpore, has been a District Superintendent for 21 years, and has had experience of domiciled Europeans, Eurasians, and pure Asiatics in the offices of Assistant District Superintendent and District Superintendent. The Eurasians and pure Asiatics, being men of long and approved service, were particularly efficient. The men appointed under the present system are, as a rule, efficient; but competition among nominated candidates would give better educational qualifications. Candidates take two years to become efficient, and the system of training them is not the best. Young men educated in India have no advantage over those educated in Europe. As a rule, they do not even learn the language of the country till they get an appointment. In small districts, where there are no large towns and no non-official Europeans, Mr. Hamilton thinks that Natives would do very well as District Superintendents. Young men of good family, good physique, fair education, a knowledge of English, and, to some extent, of English manners and customs should be appointed Assistant District Superintendents by competitive examination where sufficient candidates are available; and, as a rule, Inspectors should not be promoted to be Assistant District Superintendents.

This view is perhaps qualified by a subsequent answer in which Mr. Hamilton states that he would promote Inspectors when qualified, unless he refers in it to European Inspectors.

Colonel H. A. Hammond, District Superintendent of Police, Nimar, has been serving as Assistant District Superintendent, District Superintendent, or Inspector General of Police since June 1862, and considers domiciled Europeans and pure Asiatics decidedly inferior as Police officers to officers of the Army, or young men educated as gentlemen in England. They have not the same high sense of honor and duty, and cannot therefore command the same degree of respect from their subordinates. They cannot understand the meaning of true discipline and subordination, and are consequently not to be relied upon for effectively controlling

Central Provinces. Police.

their men or for loyally obeying their superiors. Their standard of honesty and duty is lower. The men obtained by the present system of recruitment on the whole prove efficient as Assistant District Superintendents; but, in Colonel Hammond's opinion, a large proportion of them ought to be recruited from Subalterns of the Army, who, having learned discipline for 3 or 4 years, know how to command. It is not fair to expect men just turned out from school to be at once competent to command a body of Policemen; and the required knowledge would be gained more easily in a regiment than in the Police Department. The young men now obtained ought to be fairly efficient within a year, but should not hold Police charge of a district under two years. Possibly those educated in this country have an advantage at starting in their better knowledge of the language; but this would be more than counterbalanced by inferiority in other respects. Members of the Police Force are more intimately mixed up with the masses of the people than the members of any other Department; and certainly no other Department has such daily opportunities for working good or evil in the name of the Government. Scattered as the force is over the whole country, the policeman in many parts is the sole visible representative of the Government; it is therefore all important that he should be kept as honest and upright as possible in all his duties. The ordinary Constable's code and standard of morality, however, is doubtless much affected by that of his superior officer; and the District Superintendent who without due inquiry or check winks at the submission of an incorrect return, permits a serious crime to be entered under a less heinous heading in his returns, or possibly allows the case to be altogether omitted, will not find his subordinates over particular in the matter of bribery or false reports. Colonel Hammond does not mean to say that such cases will occur in those districts only where the Superintendents are pure Asiatics or domiciled Europeans or Eurasians; but he holds that the standard of right and honor held by such men is usually lower than that held by educated English gentlemen, and as a consequence the standard of their subordinates also is lower. He thinks that he would perhaps be more correct in saying that wrong will be less strictly kept in check and feebler endeavours will be made to raise the low Native standard of duty and right. He would appoint Natives as Assistant District Superintendents only under the most exceptional circumstances, but does not think that any difficulty would arise from the necessity for keeping the peace between turbulent sects, as in the Central Provinces caste-feeling does not run high, and the population is not turbulent. The principle of appointing Inspectors from the lower grades of the Force should be adhered to. An outsider is from his ignorance incompetent for the duties, and falls into the hands of sharp subordinates. Such appointments also cause discontent, and consequently bad work among the officers superseded. The appointment of an outsider, if considered advisable for other than departmental reasons, should be made on probation.

As regards the classes who seek employment in the lower grades, the Inspector-General considers that Mahomedans show more aptitude and liking for Police work generally than the Hindus of this part of the country. They have, he says, stronger military instincts, are quicker in learning their drill, and are more easily reconciled to the constant knocking about which service in the Police entails. At the same time also as the literary attainments necessary for service in the Police are not so great as for other Departments, they seek employment in the Police more readily. He does not, however, think that they have the natural ability of the Hindu; and when a Hindu can be got who has a liking for the semi-military life of a Police officer, he is, as a rule, a much more intelligent and a more reliable man than a Mahomedan. On this Mr. Mackenzie, the Chief Commissioner, remarks that the Central Provinces Police is lamentably weak in detective ability—a fact which may be accounted for by the reluctance of smart Hindus of some education to enter the ranks of the Non-Commissioned officers.

Assam.

Assam. Police.

The Chief Commissioner has furnished information respecting the Police in this Province which was not visited by the Sub-Committee. He writes:—"The Police Force in Assam consists of two essentially distinct bodies—(1) the ordinary Civil Police; (2) the Frontier Police. The former are concerned with the detection and prevention of crime, the guarding of jails and treasuries, and the other customary duties of a Civil Police Force. In order to enable them satisfactorily to perform their guard and escort duties, a certain proportion of them is trained to the use of arms, and is called the Armed Civil Police. The Frontier Police is essentially a military body, and is stationed in parts of the Province which are liable to be disturbed by the inroads of wild tribes from beyond our border, or by the turbulence of uncivilized races within it. Its members, who are drilled and equipped as soldiers, bear military designations, and are organized for service as an armed force."

The nationalities of the officers employed in the two branches are as follows:

Frontier Police.

The four Commandants are all Europeans not domiciled in India. Three of these are officers of the Army lent for five years, and seconded in their regiments. The fourth is a civilian, formerly an officer of the Bengal Police, who was selected for his present post on account of his special qualifications and previous services in a military capacity. The Chief Commissioner considers that the post of Commandant is not one which under present circumstances could be filled by a Native. There are in the Frontier Force eleven Subadars, of whom one is a European not domiciled in India, one a European so domiciled, one a Eurasian, four are Hindus, and three are Mahomedans. One appointment was vacant at the date of the report. The Chief Commissioner is of opinion that the Frontier Force requires a leaven of European officers in this grade to keep up its standard of military efficiency, and would be glad to increase their number if possible.

Civil Police.

		R
* 2	on a salary of	700.
1	on „	600
1	on „	500
† 1	on „	450
3	on „	400
1	on „	250

The superior officers consist of one Inspector General, four *District Superintendents, and five† Assistant Superintendents.

These officers, as explained in the portion of the note relating to Lower Bengal, are taken from the Police officers of that Province, who are recruited on a system therein described. They are all Europeans not domiciled in India. On the assumption that separate Police officers, *i.e.*, as distinct from magisterial, are necessary for each district, the present Chief Commissioner would be quite prepared to accept for four districts Native Police officers of the rank of Assistant District Superintendent, in lieu of the European Police officers now in charge, on the ground that in the four districts named there is little organized crime, and therefore small need for Police officers of high professional attainments. In some other districts, of which the same might be said, there is a large European population and a large number of tea gardens, many of which have to be annually inspected by Police officers in their capacity of Assistant Inspectors of Labourers. Apart from this, it is desirable, in the opinion of the Chief Commissioner, to keep up in the Province a proper proportion of European officers. Besides the District and Assistant Superintendentships, there are three charges in the Province of a special character held by officers of the Bengal Police. These are those of Assistant Political Officer at Sadiya and Sub-Divisional Officers of the North Cachar Hills and of Wokha in the Naga Hills district. Europeans are required for these posts, and Assistant Superintendents of Police are employed in them as the cheapest European agency.

There are 20 Inspectors in the Civil Police on pay ranging from R100 to R250, of whom one on R100 is a domiciled European, 17 are Hindus, and 1 is a Mahomedan. One appointment was vacant at the date of the report.

The Inspector General states that for the Civil Police there are no technical requirements, and that the same classes of the community as are employed in most Government appointments seek employment in that branch. For the Frontier Police, he writes that men of fighting castes and good physique are an absolute necessity, and that the same classes of the community seek employment in it as are employed in the Army.

BERAR.

The Hyderabad Assigned Districts were not visited by the Sub-Committee. The information given below is taken from documents forwarded by the Resident at Hyderabad. The force in these districts consists of 2,729 men.

The superior officers are one Inspector-General, an officer of the Army, on R1,200 rising to R1,500, who is also Inspector-General of Jails, Registration, and Stamps; six* District Superintendents, and two† Assistant Superintendents. Eight of these superior officers are non-domiciled Europeans and one is a Eurasian.

* 1 on R 1,000.	2 on R700.
1 on „ 800.	2 on „ 600.
† 1 on R400.	1 on R300.

Assistant Superintendents are appointed by the Government of India without their qualifications having been previously tested by examinations. After appointment an Assistant Superintendent cannot be promoted to a District Superintendentship until he has passed the prescribed departmental examinations in law, languages, and drill.

Berar. Police.

Of 19 Inspectors, 6 are Eurasians, 10 are Hindus, and 3 are Mahomedans. Promotions and appointments to the grade of Inspector are made by the Inspector-General. The great majority rise by good service from the lower ranks. The number of first appointments is small. The principle is not to put in an outsider so long as any officer in the Force has by good service established a claim for promotion. When there is no such officer available, an outsider is selected on considerations of the local status of the man's family, his educational qualifications, and physical fitness for the active life of a Policeman. The Inspector-General's experience is that men thus appointed do not make as efficient Policemen as those who have risen from the lower ranks, and he endeavours to make candidates of good family enter in the lower ranks (generally as Head Constables) and work their way upwards.

As to the classes of the community who seek employment in the Police, and the comparative capacity of each for rendering efficient service therein, the Inspector General writes: "For the higher ranks, candidates of all classes are numerous; the most numerous are the young Brahmans who have just completed a school course. Next come the younger members of respectable families seeking an entry into Government service, and almost equally numerous with these are the sons of Eurasians and domiciled European servants of Government. Some of the best detectives in the Berar Police belonged to the last class; and I may here mention that the only Eurasian gazetted Police officer in Berar—the son of a Parsi father and English mother, but brought up in England—is, I believe, first in detective ability amongst the Berar Police officers." These remarks must be held to apply to Eurasians, as there are, according to the return furnished, no domiciled Europeans in the Force.

On the subject of employment of Europeans in the superior grades, and of the best mode of appointing officers of the lower grades, the Resident of Hyderabad, who is head of the Berar Administration, writes as follows:

"Speaking generally, and not specially of this Province, the proportion of European agency and superintendence over the early stages of an investigation into a crime is undoubtedly too small to give satisfaction to the people. Any amount of money is available for the hushing up (if possible) of any serious offence committed by a man of influence, and even the best of our Native subordinates occasionally succumb to this temptation, at any rate to the extent of seeking to throw justice upon a false track. On the other hand, it is impossible, with due regard to financial considerations, to increase the European element in the Force.

"The present system, therefore, which permits the rapid movement of an Englishman to the scene of any special crime in any district, affords probably as large an amount of protection as the British Government can afford to give to the people against the misconduct of its own Police; and it is also certain that the check thus exercised renders the cases of such misconduct rarer than they would otherwise be.

"It is absolutely necessary that officers, whose main and most important duty is thus defined, should belong to that class of Englishman which has a natural and instinctive horror of bribery, a perfect indifference to the prejudice of caste, and a love of justice for its own sake.

"Bearing the need of these qualifications in mind, I consider it would be soon fatal to the general hold of our rule upon the feelings of the multitude to introduce either Mahomedans or Hindus into the upper ranks of Police superintendence.

"With respect to the lower grades of offices, I am of opinion that they are best filled by selection from within the force itself. I have often tried the experiment of placing retired Native officers from the army, and other younger men with strong recommendations as regards birth and education, in charge of *thanas*, and have seldom, if ever, found it a success. The former class look on such appointments as a species of *jagir* and are lazy; the latter are only desirous of using them as stepping-stones, and of quitting them as soon as they can. Nor are they so efficient as men who have earned their promotion by good work in the corps. Men, however, who show promise of being better than ordinary recruits, may be and ought to be enlisted in the non-commissioned order of the rank and file (Chief and Head Constables).

"I am, therefore, totally against any system of competition for these grades. The qualifications needed for a Policeman set in authority can only be tested and discovered by the character of his actual service."

Appendix O. 14.

PUBLIC WORKS DEPARTMENT.

INDIA.

India.

P. W. Department.

The work of the Department is divided among the following branches:—

(*a*) General Branch.
(*b*) State Railways.
(*c*) Accounts.

The General Branch is subdivided into two branches, (1) Roads and Buildings Branch, in which in Bombay and Madras Military Works are included, and (2) Irrigation Branch.

The officers of the Department are classified as belonging to the Government Secretariat, the Engineering, the Accounts, and the State Railway Revenue Establishments.

Nine officers are employed in the Secretariats of the Government of India and Local Governments charged with duties not purely clerical, on salaries ranging from ₹500 to ₹2,500. Seven of these officers are Europeans not domiciled in India, one is a domiciled European, and one is a Hindu. The Secretary to the Government of India, if a Royal Engineer, draws staff pay, in addition to the salary of the appointment, which brings his allowances up to above ₹3,500.

Engineering Establishment.

The Engineering Establishment is made up of—

Engineers,
Upper Subordinates,
Lower Subordinates.

The last named are not referred to in this note, as they draw salaries under ₹100. Engineers are classified as—

(1) Assistant Engineers in three grades, carrying salaries of ₹250, ₹350, and ₹500.
Those of the 2nd grade, after 3 years' service in the grade, receive ₹400 if recommended.

(2) Executive Engineers in four grades, with salaries of ₹600, ₹700, ₹800, and ₹950.

(3) Superintending Engineers in three classes, with salaries of ₹1,100, ₹1,350, and ₹1,600.

(4) Chief Engineers in three classes, with salaries of ₹1,800, ₹2,000, and ₹2,500.

The present Establishment of Engineers is 1,015 in number, and is made up of the following classes of officers:—

Royal Engineers	191
Other Military officers	22
Civil Engineers appointed in Europe	473
" " " in India	329
	1,015

The Military Works Branch in Bengal is not under the Public Works Department as in Madras and Bombay, but is officered from the Public Works Department Engineer Establishment, and absorbs 76 officers, all Royal Engineers or other Military officers.

The races represented in the superior Engineer Establishment are as follows:—

Europeans not domiciled in India (or about 80 per cent. of the whole)		810
Europeans domiciled in India, including Eurasians		119
* Natives of India of unmixed blood		86
Hindus	80	
Mahomedans	2	
Others	4	

* State Railways . 12
Bengal 12
North-Western Provinces 11
Punjab 12
Bombay 17
Madras 6
Minor Administrations . 16
86

It was found impossible to obtain such accurate information as would warrant a separate classification of Eurasians and Europeans domiciled in India.

The Engineers form a close service, and admissions to it are obtained only from the Corps of Royal Engineers on the Indian establishments, or from passed students of the Royal

India.

P. W. Department.

Indian Engineering College at Cooper's Hill, or of the Indian Engineering Colleges. The present annual recruitment is fixed at 30, representing an ultimate strength of 800 men, and is distributed under the orders of the Secretary of State as follows:—

Royal Engineer Subalterns	6
Royal Indian Engineering College, Cooper's Hill	15
Thomason College, Rurki (North-Western Provinces)	4 & 5 alternately.
Seebpore College, Calcutta	2 & 1
Madras Civil Engineering College	1
Poona College of Science	2

If this system of recruitment be adhered to, the Public Works Department Engineers would ultimately be—

One-fifth from Royal Engineers,
Half from Cooper's Hill Royal Engineering College,
Three-tenths from Indian Engineering Colleges.

Royal Engineer officers of higher rank than Subalterns are also admitted into the superior offices, but such admissions are compensated by the reversion to military duty of officers of similar rank.

Appointments from sources other than these can only be made with the sanction of the Secretary of State and have practically ceased. They would be recommended only under the most exceptional circumstances.

Royal Engineer Subalterns and students from Cooper's Hill are generally on first joining appointed as Assistant Engineers of the 2nd grade, salary R350 rising to R400 after 3 years' approved service. Students from the Indian Colleges join as Apprentices on a salary of R100, and if qualified may be promoted after six months to the 3rd grade of Assistant Engineers on R250.

The salaries of the different grades of Engineers already given are consolidated salaries for civilians. Military officers draw in addition to them their net military pay or in lieu of them what is known as the staff scale with military pay and allowances. During the period of service, leave and furlough are obtainable under the rules applicable to different classes of officers. Royal Engineers and Civil Engineers appointed in England enjoy practically the most favorable furlough rules, with a difference in favor of Royal Engineers as regards the amount of furlough allowances and the total amount of special leave and furlough combined. Other officers of the Department are subject generally to the leave rules of the Uncovenanted Service. All officers of the Department must retire at the age of 55, on the pension to which they are entitled. An officer, who on reaching the age of 50 has not attained the rank of Superintending Engineer, is liable to be called on to retire if a Civil Engineer, or to vacate his appointment if a military officer when he would revert to military duty. Pensions in the case of Royal Engineers and other military men are regulated by the rules of the service to which they belong. Civil Engineers professionally trained in England, including those who came out under covenant with the Secretary of State and from the Cooper's Hill College, are entitled, under existing rules, to the benefit of a graduated scale of pensions on medical certificate, after periods of service from 10 to 20 years, and without medical certificate after 20 and 25 years' service, subject to a maximum in the former case of R4,000 and in the latter of R5,000. Additional pensions of R2,000 and R1,000 are also authorized for approved service to officers of the grade of Chief or Superintending Engineer. Furlough for 2 years in 20 of service, 3 in 25, 4 in 30, and 5 in 35, counts as pensionable service. Pension is obtainable by the other classes of Civil Engineers trained and appointed in India under the Uncovenanted Pension rules, under which no leave, except privilege leave, counts as pensionable service, and the maximum pension is R4,000, except for officers who, for five years before retirement, have drawn an income of more than R12,000 per annum when the maximum is R5,000. In case of such officers, obtained from other sources than the Indian Colleges, no service before 22 years of age counts for pension as they are supposed to have entered the Department young and to have got their technical training in it. A Provident Fund was established in 1884, to which all Civil Engineers and members of the superior Accounts Branch, who entered the service since that date, are compelled to subscribe. All officers of those classes who were in the service at that time may subscribe if they choose. The benefits of the Fund are in addition to the prospective right to pension.

Recruitment of Engineers and larger employment of Natives.

The total number of Engineers to be annually recruited, and the proportions of that number assigned to different sources of supply, were fixed by the Secretary of State for India in a Despatch, dated the 30th October 1884, which concluded a lengthy correspondence on the subject, extending over several years with the Government of India. Copies of this

correspondence have been furnished to the Members of the Commission in the volume entitled "A collection of papers relating to the reservation of Engineer appointments in India to pure Natives."

For many years previous to 1872 Engineers for the Public Works Department were furnished from the Corps of Royal Engineers, from Civil Engineers appointed in England, after a competitive examination or special selection, and from passed students of the local Indian Engineering Colleges. The Thomason College at Rurki, which was established in 1847, began to furnish Engineers to the Department in 1850. The Poona Civil Engineering College, established in 1854 for the education of subordinates for the Bombay Public Works Department, developed into the Poona College of Science in 1865, which is affiliated with the Bombay University and educates for the Engineering degree of L.C.E. The Madras Civil Engineering College, affiliated to the University in 1877, also educates for Engineering degrees of that University. In 1870 the Royal Indian Engineering College at Cooper's Hill was established with a view to the education of Civil Engineers for the service of Government in the Indian Public Works Department. From the time when students began to pass out from the Colleges in adequate numbers in 1873 and 1874, recruitment of Civil Engineers by competition in England gradually ceased.

About this time successive Secretaries of State were urging on the Government of India the more extensive employment of Natives in all branches of the Administration, and in 1876 Lord Salisbury wrote as follows in a Despatch respecting the adjustment of a supply of Civil Engineers from different sources for the Public Works Department:—"The recruiting of the European portion of the superior Public Works establishments having now been provided for through the College at Cooper's Hill, the Indian Engineering Colleges may properly be more closely limited to meet the wants of the Natives of India. Without going so far as to say that the higher classes of these colleges should be closed to persons of European parentage, I have no difficulty in adopting the conclusion that the education of such students should, as far as possible, be made self-supporting if this is not already the case, and that the guarantee of appointments in the public service should in future be wholly reserved to such students as are Natives of India." The matter was considered at some length by the Government of India, but no immediate action was taken. In 1879, Lord Cranbrook recurred to the subject, and speaking of the Rurki College remarked: "I have also observed with regret that, from whatever reason, the operation of the Thomason College has been to add to the strength of the Europeans in the Department rather than to increase the proportion of its Native members." The Government of India in reply pointed out that the large number of English Engineers in the Department and annually arriving all but excluded Natives from a career in the Public Works Department and precluded the Government of India from redeeming to the utmost extent the pledges of Her Majesty's Government to employ Natives in the several Departments of the service of the State. It, therefore, recommended that the supply of Engineers from Cooper's Hill should be reduced, and that a general College of Engineering for the training of Natives should be established for India. Lord Cranbrook disapproved of these proposals and maintained that the operation of the Thomason College had been a far more serious bar to the employment of Natives than had been the necessity of providing for men sent out from England. The subject was again fully discussed in India, and while it was still under consideration larger reductions were made in 1879 in the Engineering Establishment. Nearly three hundred officers were retired, in consequence of which the Government of India recommended the closing of the Royal Indian Engineering College at Cooper's Hill, which was not assented to by the Secretary of State, and in the same year orders were issued restricting the appointment of any person not a Native of India within the meaning of Section 6, 33 Vic., Cap. 3,* to appointments carrying a salary of ₹200 or upwards, without the sanction of the Governor General in Council in each case. Certain Departments were excluded from the operation of these orders, of which the Public Works Department was one. The Governor General in Council did not wish that offices in these Departments should be in any way reserved for Europeans, and was glad to see that in the Public Works Department in Bengal the Lieutenant-Governor had decided that Natives should be employed more largely than heretofore.

In 1882 the question respecting guaranteed appointments from the Thomason College at Rurki was reported on. The Government of India discussed the question in a Despatch to the Secretary of State. It came to the conclusion that by "Natives of India" the

* "For the purpose of this Act the words 'Natives of India' shall include any person born and domiciled within the dominions of Her Majesty in India of parents habitually resident in India and not established there for temporary purposes only."

India. P. W. Department.

Secretary of State, notwithstanding the Statutory definition, had meant persons of Asiatic origin rather than persons of European or mixed blood. It pointed out that, although students of Asiatic origin enjoyed exceptional advantages at the College, owing to the existence of scholarships for which they alone were eligible, their number had been insignificant, and proposed (*a*) to lower the educational standard required for entrance to the College from a B.A. degree to a pass in the First Arts examination of an Indian University; (*b*) to declare eligible for guaranteed appointments in the Public Works Department, after May 1883, only candidates of pure Asiatic blood. The Secretary of State, while giving sanction to these proposals, remarked: "I should be disposed, however, to look upon the measure as an experiment. If it should in any way fail to produce the desired effect, and the exclusiveness established should not operate for the advantage of the service, a change will have to be made in the direction of allowing young men of European parentage to enter the lists with the Asiatic student. . . . . I understand it to be meant that Native students passing a full test at the final examination shall be entitled to guaranteed appointments in order of merit; but that if a sufficient number do not pass the test, the appointments not gained by Natives will be open to the European competitors, who will be placed according to their order of merit on the whole list of those winning appointments. It is hardly necessary to observe that the test of qualification must be pitched high enough to secure that those Natives who do obtain appointments are well qualified, so far as this can be tested by examination."

Orders in accordance with these principles were issued by the Government of India. The issue of the Resolution containing these orders was received with consternation by the Anglo-Indian and Eurasian communities and by the educational institutions frequented by the sons of men belonging to those classes. Memorials poured in upon the Government of India, which felt constrained to reopen the question. This was done by a Despatch to the Secretary of State in 1883. The Government of India felt that the adoption of a definition of "Native of India" for the Department of Public Works differing from that prescribed by an Act of Parliament, and followed in other branches of the public service, could scarcely be justified, and that the effect of the orders complained of might be to close the profession of Civil Engineers to domiciled Europeans and Eurasians by reducing the inducements to those classes to pursue a course of Engineering study. It, therefore, recommended that the annual recruitment for the Engineer Establishment should be fixed at 34 appointments, and that one-third or 11 of these should be reserved for students of Indian Colleges. All Natives of India in the Statutory sense of the term were to be eligible to compete for them, it being at the same time understood that all persons admitted in this manner to the service should enjoy one set of rules in regard to pay, leave, and pension. The provision reducing the preliminary qualifications for entrance to the Thomason College from a B.A. to a pass in the First Arts was to be maintained. These proposals did not at first commend themselves to the Secretary of State, and the only modification of his decision to which he acceded was that half the number of appointments instead of all should be reserved for pure Natives who might qualify by passing the necessary standard irrespective of the place held by them among the rest of the candidates. The Government of India, before carrying out these orders, asked for a reconsideration of them. It was pointed out that there would be great practical difficulty in carrying them into effect in any way compatible with the principle of competitive examination, and that in the Madras, Bombay, and Bengal Colleges, where only a single appointment was to be made annually, the only method of doing so was to have a restricted and even open competition in alternate years. On the other hand, it was pointed out that special arrangements appeared necessary only as regards the Thomason College, for the statistics of the Public Works Department showed that except at Rurki Natives from the other Indian Colleges had no difficulty in holding their own, and that at Rurki, since the alteration in the qualifying standard for the preliminary examination, the disabilities under which they laboured had been entirely removed. To these representations the Secretary of State yielded and wrote that he was not disposed to insist on the maintenance of a distinction which might cause certain disadvantages both to individuals and to the service, and after some further correspondence respecting the numbers for the annual recruitment they were fixed by the Secretary of State at those already stated for 1885, 1886, and 1887, *viz.*, 30, of which 9 were to be taken from Indian Colleges, 15 from the Royal Indian Engineering College, Cooper's Hill, and 6 from the Royal Engineers. The nine appointments to be filled up from the Indian Engineering Colleges were distributed by the Government of India as follows:—

Thomason College, Rurki	4 and 5 alternately.
Seebpore (Calcutta)	2 and 1 „
Madras Civil Engineering College	1
Poona College of Science	2

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With reference to the remarks of the Government of India in 1884 respecting the result of removing the disabilities of Natives for the Rurki Entrance examination, the following information is given in the Calendar of the Thomason College for 1887. In 1884, Natives held the first and third places out of nine students in the Engineering class. In 1885, a Native was third out of four students. In 1886, Natives were 1st, 2nd, 3rd, 6th, and 8th out of a class of nine, and the highest placed student of the Engineer class, second year, in the year just past, is a Hindu, who has alone obtained the higher certificate as Assistant Engineer.

The orders have also borne fruit as regards the larger admission of Natives, for 66 of the 86 Natives in the Engineers are in the grade of Assistant Engineers or Apprentices, showing the increasing number of Natives that are now joining the Department of Public Works.

Upper Subordinate Establishment.

The upper subordinate grades of the Engineering Establishment may be divided into three classes:—

Local lists under the Government of India,
The Madras List, and
The Bombay List.

The officers on these lists are classified into three grades of Overseers on salaries of R60, R80, and R100, two of Supervisors on R150 and R200, three of Sub-Engineers on R250, R300, and R400. British soldiers in these grades draw a military and staff salary, not less in the aggregate, than the consolidated salaries given above. European Sub-Engineers of the 1st grade, after five years' service with the grade, may secure for especially good service an increment of R5 per mensem, and a second increment of the same amount after ten years' such service. These lists are primarily recruited from European soldiers and European and Native civilians who go through a two years' course of theoretical training in the Thomason or Madras Engineering College, and after passing their examination successfully are sent for one year of practical training as Apprentices on large works. The annual number recruited for the Government of India is now fixed at 26. Those for Madras and Bombay may be assumed to be 4 and 5 respectively. If the supply from the Colleges is deficient in any year, vacancies may be filled up by the Local Governments in several ways—by appointing passed students of the Seebpore College, Howrah, or soldiers or civilians direct who can pass an educational and professional test, or by appointing men who have a thorough practical knowledge and experience in any useful branch of Engineering without a theoretical test. The men appointed by this last method are generally lower subordinates who have distinguished themselves by useful practical work, and a fair number of such appointments are made. Appointments are usually made to the grade of Overseer and promotions are made by each Local Government on its local list, the numbers on which are regulated by a scale fixed by rate.

In Bombay, where all the provisions of the Public Works Department Code are not in force, the rules for the appointment of upper subordinates are somewhat different, and will be found in the note of the Secretary to Bombay Government, Public Works Department, printed in Section II. Appointments are made primarily from Indian Civil Engineers of the University and from Royal Engineer soldiers. Three appointments are guaranteed to the former class, and appointments are made from the latter class from time to time to meet requirements at Aden and other military stations. The proportion of Natives to Europeans in each grade was last fixed in 1881, by which the numbers were equal, but this was deranged in 1884 by an order of the Government of India causing four Warrant officers to be counted against the Uncovenanted Service scale.

Europeans as a general rule enter as 1st and Natives as 3rd grade Overseers.

There are 1,098 officers in the upper subordinate grades of the Engineer Establishment belonging to different nationalities as follows:—

Hindus 532, or about 50 per cent.;
Europeans domiciled in India or Eurasians 291, or 27 per cent.;
Europeans not domiciled, generally British soldiers, 223, or over 20 per cent.;
Mahomedans 50.
Other Natives 2.

All the civil members of the upper subordinate branch are under the Uncovenanted Service Leave rules and no service before the age of 22 counts for pension. Military upper subordinates have a special scale of military pensions ranging from £72 to £200 per annum, in England or the Colonies; and in India from R70 to R200 a month according to the office from which the officer retired.

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Technical requirements and professional attainments essential for efficient service in the various branches of the Public Works Department, and the results of local experience as to the comparative value of the service rendered by persons of various classes now employed in the Department.

For the purpose of eliciting information on these points the Sub-Committee examined, at its sittings in different places, witnesses as follows :—

Simla	7
Calcutta	20
Allahabad	5
Lahore	11
Bombay	1
Poona	9
Madras	19

The witnesses were Royal Engineers, Civil Engineers appointed in England whether by competitive examinations or from the Royal Engineering College, Cooper's Hill, Engineers appointed from the Indian Engineering Colleges, and civilians employed in the branches of the Department not calling for professional knowledge. Among these were 22 Native gentlemen. Written opinions were also received from certain officers of the Public Works Department and others, which will be found in Section IV of the Proceedings relating to this Department.

The note furnished by the Government of India states generally the technical requirements of each branch of the Department.

For the Engineering branch it refers to the course of study laid down for the Royal Indian Engineering and Thomason Colleges. This is that considered necessary in England for the training of a Civil Engineer, and is in India regarded as essential for Engineers who may be called upon to undertake works of construction in the Railway, Irrigation, and Buildings and Roads branches. It is also considered necessary for those engaged in maintenance in the two former branches, as in those branches large works of renewal are often required, and even for the mere maintenance of such important and costly works high professional knowledge and skill are essential. In the Buildings and Roads branch, where the works have already been constructed, highly trained Engineers are not requisite, and for some years past it has been the policy of Government to hand over the buildings and roads of the country to the local boards for maintenance, with the aid of Engineers appointed by themselves, who are not generally superior to the best of the upper subordinate class. For any large works of renewal, such as the reconstruction of bridges, the professional assistance of the State Engineers is always available on payment by the boards of a certain percentage on the cost of works, and it is in many cases believed to be given without charge.

Besides the two Colleges above mentioned three other Indian Engineering Colleges supply Engineers to the Public Works Department, *viz.* :—

Seebpore College, Howrah,
Madras Civil Engineering College,
Poona College of Science,

and there are in the service many Civil Engineers appointed in England by the Secretary of State after undergoing a competitive examination. These are known generally as Stanley Engineers. As before stated, none have been appointed in this way since the establishment of the Royal Indian Engineering College at Cooper's Hill.

The following information regarding the course of study at these Colleges is taken from the calendars or from those of the Universities to which they are affiliated.

Cooper's Hill Royal Indian Engineering College.—Fifty candidates are admitted each year, after examination in English Composition and several branches of Mathematics. They must have also certificates of fair general education or undergo an examination in some classical language and in History or Geography. The course in Engineering extends over three years, and appointments, now 15, of Assistant Engineers, Public Works Department, are given to the students physically qualified for service in India in their order of standing at the final examination. The annual charge for each student at the College is £183. An Assistant Engineer may be required before proceeding to India to go through a course of Practical Engineering under a Civil or Mechanical Engineer. This will commonly last for a year, and the Assistant Engineer will receive during the time he is so employed £150 per annum and be eligible for a premium each half-year of £10 to £25 according to the degree of diligence and proficiency shown. When reported qualified he obtains a free passage to India and joins the Department of Public Works here as a 2nd grade Assistant Engineer on R350 per mensem.

Thomason College, Rurki, Engineering Class.—Candidates are admitted to this class by competitive examination. The subjects of examination are Languages, Physical Science, History, Mathematics, and Drawing. English candidates must pass in Latin, French, or German in addition to English and Hindustani which are alone required for Natives. Only those English candidates who fall within the definition of Statutory Natives are admitted. The course of study extends over two years and comprises 10 subjects; at the final examination those students who have completed their course of study and have qualified receive certificates as Assistant Engineers. A College fee of R10 per mensem must be paid by each English student, who will also, if not living at Rurki, be required to join the Engineer mess. Quarters are provided at a cost of R14 per mensem for each student. A monthly allowance of R100 per mensem should suffice for a student's ordinary expenses. No fee is required from any Native student of this class, but they must have sufficient funds to supply themselves with books and suitable drawing instruments, &c., &c., and to clothe themselves as Native gentlemen. Quarters are provided at a monthly rent of R5. For Natives in this class there are five scholarships awarded to those who pass the most successful Entrance Examination: three of R50 per mensem to residents of the North-Western Provinces and Oudh or the Punjab, one of R40, and one of R35 open to all Native candidates. Four or five appointments are guaranteed to qualified students who pass the Final Examination. They join the Department as Apprentice Engineers on a salary of R100, and at the end of six months are eligible for appointment as Assistant Engineers, 3rd grade, on R250 if favorably reported on. In addition to the Assistant Engineerships, the following four prizes are guaranteed, students being given their choice of them in their order of standing at the Final Examination:—

(*a*) A permanent Upper Subordinate appointment, 1st grade.
(*b*) A permanent Upper Subordinate appointment, 2nd grade.
(*c*) One year's training on works under a specially selected Engineer as an Apprentice Engineer, with R100 per mensem and usual travelling allowances.
(*d*) Ditto ditto without salary, but with travelling allowances.

Calcutta (Seebpore) Civil Engineering College.—There are three classes—

(1) Civil Engineers,
(2) Mechanical Engineers,
(3) Foremen Mechanics (Apprentices).

For the two first there is a theoretical course of four years, and a fifth year is spent by Civil Engineer students in learning brick-making at Akra, and by Mechanical Engineer students in supervising actual work in the shops. The tuition fee for the four years of the theoretical course is R8 per mensem, and resident students pay, if Christians, R20 for messing, *plus* R5 for rent; if Natives, R7 for the former and R1 for the latter. For Apprentices the theoretical course is 3½ years, after which 1½ years must be spent altogether in the shops learning a trade. Europeans and Eurasians up to 25 in number pay each R5 per mensem, and 5 are admitted free. Natives up to 40 are received at R2 per mensem. All must be boarders. Scholarships, one of R20, three of R15 each, and six of R10 each, are given annually to students entering the Engineer Department tenable for two years. Two of R10 each, tenable for one year, are awarded on the result of the First Examination in Engineering. Two stipends of R100 and six of R50 each, tenable for one year, are granted to students who pass the best examination at the end of the fourth year, and one or two appointments to the superior grade of the Public Works Department are guaranteed to students of the College. Two stipends of R10 each and two of R6 each, tenable for 1½ years, are awarded to those Apprentices who pass the best examination, both theoretical and practical.

Civil Engineering College, Madras—has classes for—

(1) Civil Engineering,
(2) Mechanical Engineering,
(3) Engineer Subordinates,

as well as for Draughtsmen, Surveyors, and Sub-Overseers, Maistries, and Artizans. The numbers for admission to the first two classes taken together are 15 and to the third 30. Candidates for admission must produce certificates of having passed for the first two the F.A. and for the third the Entrance Examination of the Madras or some other Indian University, and must undergo open competitive examinations in Mathematics. To ensure a higher standard of general knowledge, half the marks obtained at the F.A. and Matriculation Examination are added to the total number of marks gained in Mathematics. The theoretical course for classes (1) and (2) extends over three years. This is to be followed in the case of Civil Engineers by a practical course of two years, of which one is to be spent in the Public Works Department workshop, and a second under the Public Works Department where large works

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are in progress. The practical course for Mechanical Engineers comprises two years of practical study at the chief workshops of the Presidency. For Engineer subordinates there is a theoretical course of two and a half yearsand a practical course of one year. The fees for each term of six months for classes (*a*) and (*b*) are R85, or R400 for the entire practical course. The subordinate class fees are R30 for six months or R125 for the whole theoretical course. Subsistence allowances of R50 per mensem to Europeans and Eurasians and of R25 to Natives are granted during the practical course. The corresponding allowances for subordinates are R30 and R20. In both cases these are contingent on good conduct and satisfactory progress. One appointment as Assistant Engineer, 3rd grade, is given annually to the student highest on the list at the Final Examination, who has also obtained the degree of Bachelor of Civil Engineering. To those next in the list a number of Superintendentships, to be fixed by the Chief Engineer, are offered in order of merit. Vacancies in the Overseer's grade will be offered to passed men of the Engineer subordinate class in order of merit.

Poona College of Science.—Such full particulars are not available for this College as for those above referred to. It is divided into four departments—

(1) Education of Matriculated Students for University degrees in Civil Engineering,
(2) Education of Matriculated Students in Scientific Agriculture for certificates of qualification granted by the College,
(3) Education of Matriculated Students for the Forest Department which guarantees six appointments annually,
(4) Students in the workshops who wish to become Maistries, *i.e.*, Blacksmiths and Carpenters.

There are three Fellowships, one of R50 and two of R25 each per mensem, and numerous scholarships from R25 per mensem each down to R3 awarded by open competition or to the student who has obtained highest marks at certain examinations. The Calendar for 1887-88 shows that besides three Fellowships and two Scholarships held by men who have passed the Fellowship Civil Engineering examination, Scholarships are held as follows, 5 by third-year, 9 by second-year, and 10 by first-year students.

While some witnesses say that the professional education given at all these institutions is equally good, the weight of opinion seems to be in favor of the Royal Indian Engineering College at Cooper's Hill. The professional education received there is, it is said, superior to any obtainable in India, the Professors being more able and more numerous, the range of study wider, and the opportunity for seeing the execution of large engineering works much greater. It is admitted almost on all hands that the general education of Cooper's Hill men is superior to that of Indian students, and that this, as well as their English training, gives them greater aptitude for applying their professional theoretical knowledge. Against this it is allowed that for the first three or four years of service European or Eurasian students from Indian Colleges possess a decided advantage over Cooper's Hill men by reason of their knowledge of Indian languages and greater familiarity with the habits of the people and acquaintance with the resources of the country. It is also stated that they, at least those from the Thomason College, are more amenable to discipline than the young men who come out from Cooper's Hill.

As to Native Engineers, while it is allowed that there are some brilliant exceptions, it is asserted by many witnesses that they are inferior to Europeans in force of character and capacity for dealing with men, that they shrink from responsibility, and are not to be depended on in emergencies calling for presence of mind and resource, and that they are less active, physically and mentally—defects which increase as they advance in years. Their dislike to service far from their homes—or in what are practically foreign countries, as the Punjab is to a Bengali—renders them less useful. The aptitude of educated Natives for mechanical engineering, and what may be called higher engineering, is said to be small, and while often very good executive officers on works requiring only the imitation faculty, they fail in originality and invention.

Several officers, whose opinions from their professional standing and experience appear entitled to great weight, think that the present establishment of Engineers might be much reduced by employing European Engineers for Engineering proper, and making over to Native officers, who would occupy the position of Clerks of Works in England, all work of a lower description and the ordinary construction and repairs in the Buildings and Roads branch. Most Natives obtained in the Department do not possess qualifications higher than are necessary for this description of work, which could be very well done by upper subordinates. To employ in it highly and scientifically educated Assistant and Executive Engineers is a waste of power and needless extravagance. Others would make all Natives on passing out of the Indian Engineering Colleges serve some time in the upper subordinate grades.

Promotion from that grade, as at present constituted, is disapproved of by some witnesses, on the ground that the officers in the subordinate grades are of inferior education and social standing, and would thus fail to command respect, and because men who rose through the lower grades would be too old for efficient service as Assistant Engineers. On the other hand exceptional promotions are recommended as giving a stimulus to exertion, and the bar is considered very hard on students who have obtained appointments in the upper grades as a result of the Final Examinations in the Engineering classes of the local Colleges, in which they may have missed appointment to the superior grades by only a few marks.

Several witnesses consider that Engineers from Europe should be taken, not from students of a single College, but from the general body of the profession, whereby Government would be relieved from the necessity of paying men for learning their work, while Native witnesses recommend the abolition of Cooper's Hill College on the ground of the great expense of maintaining it, and of its absorbing appointments which ought to be given to Natives of the country. There is no evidence beyond that already quoted from the Calendars to enable the Commission to compare the expenditure on the maintenance of the English and Indian Colleges, and it is questioned whether the Indian Colleges could, at all events for some time to come, supply the vacancies that must be filled if recruitment from Cooper's Hill were put an end to.

The rules as regards pay, pension, and furlough for the Engineer grade are objected to or approved of by different witnesses as a rule according to the class of officers to which they belong. Some object to any distinction in these matters between men doing the same work and belonging to the same Department. Others consider that the distinction between the pension and furlough rules of men recruited in England and in India should be maintained on the ground that a resident of a country does not require the same amount of pay, pension, and leave as a foreigner, and that the latter must get the market value of his services in the shape of higher pay or deferred pay. Civil Engineers, Stanley or Cooper's Hill, object to the uncertain value of their pensions as retarding retirement in consequence of their being paid in rupees, and Engineers appointed in this country complain that the furlough allowed them is too little and does not count as pensionable service. It does not appear that the objections taken, however sound otherwise, have materially affected the recruitment from the several classes employed in the Engineer establishment.

As regards recruitment for the subordinate grades, opinions vary somewhat as to the value of military subordinates. Some officers consider them excellent, and the North-Western Provinces canal officers are emphatic as to the value of their services in that Department. Other officers prefer Natives, or think that the employment of military subordinates away from head-quarters and in wild tracts gives rise to difficulties and expense in providing them with accommodation.

The following abstract gives the substance of the evidence of each witness on these various points. The witnesses are grouped according to the branches of the department in which they are employed or have had experience:—

Brigadier-General J. Browne, R.E., *Engineer-in-Chief, Sind-Pishin State Railway; 28 years' service; employed entirely in the Punjab except a few months in the Central Provinces and at the Rurki College,*—comparing officers in the Department taken from Cooper's Hill and the Thomason College, says that the former come from a higher stratum of society and have received a higher professional education; the latter carry out orders better and possess an advantage at starting in knowledge of the language. The Cooper's Hill men are more scientific, but Rurki men are better for making general arrangements not calling for strictly professional knowledge, and in dealings with the people, as in the Revenue Branch or the Irrigation Department. These remarks apply obviously only to European Engineers obtained from Rurki. General Browne expresses a very unfavorable opinion of Native Engineers and says that he has met only one who was of any real use. There are among them a few good office men, but no competent working Engineer. Natives in the subordinate grades belonging to the artizan class are in the witness's opinion excellent, but are uneducated and not to be trusted with large sums of money. He would, however, promote in exceptional cases from the subordinate grade to give a stimulus to good work. Royal Engineers should be employed on the frontier railways and roads as furnishing the best training for war service, and all Assistant Engineers should undergo a course of drudgery in the details of the different branches of work they may have to supervise. General Browne is not very favorable to the employment of military subordinates. Some are first-rate men, but they compare unfavorably with Natives on rough frontier work, when special accommodation must be provided for their families; if this is not done, they succumb to the temptations of a lonely life.

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MAJOR G. F. O. BOUGHEY, R.E., *Manager, Eastern Bengal State Railway*, considers that though some good men are obtained from the Indian Colleges, the Cooper's Hill men are, as a class, superior. Their general education is better and the English Public school system gives greater guarantees for manliness, force of character, and administrative ability. He would employ Natives chiefly for the lower and subordinate superintendence, and for the higher superintendence—that is, the officer class—Europeans. All the Engineering staff of the Eastern Bengal State Railway are Europeans except one Native Assistant Engineer.

MR. S. FINNEY, C.E. (Cooper's Hill), *Assistant Manager, Eastern Bengal State Railway*—says that the best Engineers come from England. They have better general education and have had the opportunity of seeing large works.

MR. W. NICHOLSON, C.E., *Superintendent of Works, Eastern Bengal State Railway; 28 years' service, nearly all on Eastern Bengal State Railway*—has not had much experience of Engineers trained in India, Native or European. He considers that sufficient technical instruction is obtainable out here, but that the difficulty is to get competent students to apply for the appointments. They are wanting in fitness for independent positions and appear to require instructions for everything they do.

MR. F. J. E. SPRING, C.E. (Stanley); *17 years' service; Under-Secretary, and Assistant Chief Engineer, Bengal, Railway Branch; served for three years in the Punjab and then for 13½ years on Railways in the Punjab, Bombay, and Bengal*—is of opinion that as a class the Cooper's Hill men have greater knowledge of the world and are more fit to manage men than those from Rurki. They have more force of character. Has been an Examiner at the Seebpore College. The curriculum of Cooper's Hill and Seebpore is much the same. But the material from which Seebpore students are drawn is not so good, and Natives of this country are placed at a disadvantage in having to learn all they are taught through the medium of a foreign language. Native students might be made fairly good Engineers if more attention were paid at starting to their general education. They would not be as good as European Engineers, but men of tact could get equally good work out of them as out of the average Anglo-Indian. Knows two Hindu Engineers who are giving special satisfaction in Railway construction. Pay and leave ought to be governed by the market value of the different classes of officers. The average Seebpore and Rurki men would be satisfied with very much lower remuneration. The witness would employ a much larger number of Natives on smaller pay, and believes that under such an arrangement the same men would be promoted as at present. By providing funds to benefit higher grades, it would remove much of the dissatisfaction now caused by slowness of promotion and thereby increase efficiency. Mr. Spring forwarded to the Sub-Committee a note containing a scheme for offering to the industrial classes greater opportunities than those they now possess of improving their talents and technical and artistic skill, and added the following remarks to his oral evidence:—

"I desire to add the following remarks to my evidence upon the employment of a larger number of Natives of India in the place of a proportion of our English Executive establishment.

"Much of the work which is done by the Public Works Department is of an extremely simple and elementary character, requiring less the exercise of Engineering skill than the exhibition of talents for the management and organization of labour, the collection of material and the keeping of accounts. My experience is that Natives are frequently found to possess a high degree of talent of this description, and we might, I think, as we have largely done in Bengal, relegate much of our simpler public works, such as the construction, maintenance, and repair of ordinary roads and buildings, to the graduates of our local Engineering Colleges.

"There is too great a tendency in the Public Works Department to consider all men as cast in one mould, and to expect each individual to be able, at a moment's notice, to do anything, no matter what his special experience may be, and to go anywhere without regard to racial, educational, physical, or social considerations. We know as a fact that Natives of some parts of India, especially the educated classes, have the strongest antipathy to leaving all family connections and associations and going to places which they look upon quite as much foreign territory as India appears to an Englishman. The wise administrator will utilise this characteristic of the race to the advantage of efficiency and economy by securing local men for local service in larger numbers at a lower rate of pay.

"We know from experience that there is not the same social difference between the Natives who come into the Engineering and Overseer classes of the Department that there is between Europeans in these classes, and that a Native who fails to secure an appointment in the officers' grades of the Department, after taking his University degrees, is only too glad to accept a

very much lower scale of salary and social status in the subordinate ranks of the service. When placing highly trained Englishmen in charge of petty road repairs, we are cutting whetstones with razors; such work might be done perfectly well by Natives of India, and if this is admitted, we are, I think, bound to employ them more largely.

"The sincerest friend of the educated Native cannot, however, shut his eyes to the fact that, except in very exceptional cases, he is as yet, and probably for another generation or two will be, largely lacking in those qualities of courage, self-reliance, and strength of character to resist the influence of his associates, and other characteristics upon the possession of which we have for centuries prided ourselves in the Western world. For the higher appointments requiring administrative ability and conscientious integrity we must continue to principally employ Europeans. A quarter of a century of the influence of an alien system of literary education is too short a period for the radical alteration of characteristics which the influences of centuries have impressed upon a race."

Irrigation Branch.

The duties of the several officers employed in this branch are thus described by Major Corbett, R.E., an Executive Engineer and temporary Superintending Engineer, North-Western Provinces—

"The Executive Engineer is regarded as the unit in the district or division in the Irrigation Branch. He has charge either of a canal or a portion of one. He has subdivisional officers subordinate to him. They may be either Assistant Engineers or junior Executive Engineers, or upper subordinates. These Assistant Engineers or junior Executive Engineers are there, in fact, for training. They are Assistants to the Engineer, and are entrusted by him with duties according to their ability and experience. Above the Executive Engineer is the Superintending Engineer. He has charge generally of from five to six divisions. The divisions vary very much in extent from one hundred to eighty miles of main canal and say five hundred miles of district bridges and perhaps fifty miles of drains. The duties of an Executive Engineer in the Irrigation Branch are first to keep the canal in repair, and make considerable extensions and improvements as may from time to time seem necessary or advisable. He has to regulate the distribution of water, which in times of drought is, of course, his chief care. In such times his is a very responsible position. He orders prosecutions on offences. Reports are made to him of any breaches of the Irrigation Code, and he sets the law in motion. The Deputy Magistrates are empowered by law to dispose of such cases, and also in an administrative sense to take up cases on their own responsibility. Ordinarily speaking, prosecutions under the Act would nearly always be instituted by the Executive Engineer. The Deputy Magistrates, of whom I am speaking, form part of the Irrigation establishment. They are at the head of what I may term the Revenue Branch; but, of course, as Magistrates, are subordinate to the Magistrate of the district; in all other respects they are subordinate to the Executive Engineer. Their pay ranges from ₹200 to ₹400."

Colonel Robert Home, R.E., C.I.E., *Deputy Secretary to the Government of India, Public Works Department, Inspector-General of Irrigation; served since 1856 in the Irrigation Branch in the North-Western Provinces and the Punjab*—considers that the best Cooper's Hill and Rurki men are about equal. Cooper's Hill men *as a body* are superior in professional training and general education. Rurki men are more useful at first from their knowledge of the resources of the country, and language and habits of the people; but the Cooper's Hill man, and still more the Royal Engineer, is more likely to succeed as a Superintending Engineer as he has the best education. The Royal Engineers are very picked men, the cream of the service. Colonel Home states that he has always endeavoured to employ pure Asiatics, but found that he could do so only up to a certain point. As subdivisional officers, Native Engineers did their work, on the whole, very fairly. They were, however, less active than Europeans. There was some difficulty in getting them to move about. They required much more detailed instructions and orders as might be expected, and would not accept any responsibility. As upper subordinates Natives were very efficient and Europeans are rarely employed (in the Irrigation Branch) except in construction works. This refers to Natives of the Punjab. An attempt was made some years ago to replace Assistant Engineers by subordinates. In one or two cases in the North-Western Provinces, this was done with considerable success, but in the Punjab the plan was unsuccessful. Sharp men were selected from the upper subordinates grade and specially trained, and then put in charge of the subdivisions where the work was mainly repairs, maintenance, and distribution of water and not much construction. The work was not done as it should have been done. The zemindars did not look up to the men as they did to Europeans and would not obey them. The men chosen were themselves Punjabis. The

India. witness would not promote from subordinate grades; men would be too old. Knows several
P. W. Department. instances of such promotions. The men were all failures.

MR. R. B. BUCKLEY, C.E. (Stanley), *Under-Secretary to the Government of India, Public Works Department; served since 1869; was a Whitworth scholar, and was at first employed in the workshop connected with the Sone Irrigation works*—considers that the Indian Colleges can educate only for less scientific work. The Cooper's Hill men as a class are better educated than the men from Indian Colleges, and possess also the advantages of English training which gives higher tone to their character. Altogether, and as a rule, they are men of a better class and standing—a fact which gives them a better position in society and moral assistance in enforcing their orders and doing their duty to Government. Natives, in the opinion of witness, are thoroughly competent for many appointments in the superior branches of the Public Works Department; but he thinks that their ability does not rise, as a rule, to what is required for purely Engineering works. They are excellent when what they have to do is merely imitative, but they fail in higher Engineering works in origination, invention, and design. When a certain work has to be done in a style with which they are conversant they are in many cases as good as Europeans. There is not much difference between Native and European Engineers educated at Indian Colleges. There can be no doubt that as regards Mechanical Engineering work, to which the Seebpore College is to a considerable extent devoted, Natives fail. The educated Hindu has little or no mechanical aptitude. There is mechanical aptitude in the country, but the classes of Natives who go to Seebpore and Rurki Colleges have not got it. Mr. Buckley would not promote from subordinate grades. He is opposed to the maintenance of such a large staff of Engineers as at present. Much of the work now done by Assistant and Executive Engineers could be done by men of an inferior standard of education. The Engineers should be a *corps d'élite*, not merely men competent to execute works. Natives may be found in this country excellent for executive works, and if Engineers in the higher establishment are reduced, a much larger number of executive men, including Natives, may be employed, *e g.*, in subdivisional charges. At present a Cooper's Hill man is kept for 15 years manufacturing bricks and lime and putting them together: a man's capacity for superior work is thereby weakened. The witness also objects to differences in pay of men doing the same work.

MAJOR J. W. OTTLEY, R.E., *Superintending Engineer, Irrigation Branch, Punjab*,—considers that the Cooper's Hill men are of higher social position and general education than Indian students. The best of these are equal to any man in the world. Of those he has known half were very goodnd the remainder moderate down to bad. The practical course (two years*) given in England is in the opinion of witness absolutely useless, and such a course should be undergone in India where the works the students would see would be infinitely more useful to them for employment in the Irrigation Branch. Some of the Rurki Engineers Major Ottley has known are as good as the best Cooper's Hill men and of the whole number half were good. These, however, were nearly all Englishmen who had come out to India and passed through Rurki. In the earlier periods of service there can be no comparison between the young Rurki men and the Cooper's Hill men. Great qualifications are not required for an Assistant Engineer, but there can be no doubt that every young Rurki man comes to the service fully prepared to do the work. He knows the language and the country, whereas a Cooper's Hill man, with considerably greater intellectual powers, knows nothing of the country and has to undergo a period of apprenticeship in order to acquire that knowledge. However, with the alteration in the training he has suggested, the witness would, if allowed to choose a number of men from Cooper's Hill or Rurki, choose them from the former. He sees no objections to men all coming from the same institution. Native Engineers fail from want of observation and want of activity, and in cases of crisis and emergency a European is by far the best. Failure in such cases might be most disastrous to the canal and to the whole country subject to irrigation and lead to a failure of crops. Witness quotes two such cases, one a breach in a canal embankment 60 feet high, which required instant action and was closed in three weeks at a cost of R6,000. The other was a failure of a work on the canal where water was most urgently needed down below. The breach was closed within a week by the local officer who had attended to the work day and night. Had it not been promptly attended to, the loss to Government would have been four or five lakhs of rupees. There is also a difficulty in employing Native Engineers in the Irrigation Branch from the necessity of providing separate quarters for them in jungly places as their caste prejudices will not always allow them to live in the same bungalow with Europeans. Major Ottley refers to the ill success of the experiment already alluded to by Colonel Home of employing picked Native Overseers in

* The course is generally for one year, *vide supra*.

independent charges. The experiment was not successful. The men employed did not work cheaper and did worse work on the whole. There was also a want of initiation and observation. He would not employ Bengalis in the Punjab.

MR. R. BRADLEY, C.E. (Rurki), *Executive Engineer, Irrigation Branch, Punjab, educated at St. Xavier's College, Calcutta*—thinks training at Rurki sufficient. Sees no superiority in the Cooper's Hill man as to technical training, and in the earlier period of his service he is less useful owing to want of local knowledge. Doubts, however, if Indian Colleges could supply all the wants of the Department, and considers there is an advantage in having an admixture of men from England. Cannot speak of Native Engineers as a class. As to upper subordinates, has found them often well conducted and intelligent but wanting in energy and backbone and unable to command the good-will of the work-people to the same extent as Europeans. Refers to cases of the men in charge of subdivisions whose work was poor and management of their charges perfunctory. They would wait for orders and would not act on their own responsibility in emergencies. Pensions and furlough spent out of India should be the same for all.

MR. T. HIGHAM, C.E. (Stanley), *20 years' service, Superintending Engineer, Irrigation Branch*—is not disposed to prefer one to the other of the best Cooper's Hill and Rurki men. The latter are well trained for Assistant Engineer's work and very useful in that capacity owing to their knowledge of the languages. The Cooper's Hill men are deficient in that respect at first, but after a year or so become quite as useful as the Rurki men, and some of the best of them are better. As to Native Engineers, he has not much experience. Thinks Natives have no aptitude for Engineering and refers to the small number who go to Rurki. Believes they prefer service in the judicial line. The wish of the Native Engineers he knows was to get revenue work and become vested with judicial powers. Natives as subordinates are very good, and to be preferred to Europeans unless on large Engineering works involving difficulties of construction. Their want of general education unfits them for Assistant Engineerships. Furlough and pension should be the same for all classes except that Natives would not want so much pension.

MAJOR CORBETT, R.E., *Executive Engineer, Irrigation Branch, North-Western Provinces, and Superintending Engineer (temporary)*—considers Cooper's Hill men superior to Rurki men on account of their English training. The technical training at Rurki is excellent so far as it goes, but it lasts only two years, so that in this also the Cooper's Hill men are somewhat superior. They are not so useful at first, but in a year pick up sufficient knowledge of the country. Would prefer men from different institutions, and refers to the case of the first Stanley Engineers who were very good. The upper subordinates are all educated at Rurki. Some of the military men who get to the higher grades are excellent, as are some few Natives. There is no better source of supply than the army for the kind of men wanted for the heads of canals. There has been no friction between such men and the people of the country where they were placed in charge of subdivisions, but they were all picked men.

MR. A. GRANT, C.E. (Stanley), *20 years' service, Executive Engineer, Irrigation Branch, Personal Assistant to Chief Engineer, North-Western Provinces and Oudh*—thinks that Cooper's Hill men are superior both in technical and general education, that they have their wits more about them in emergencies, and that they display greater energy of character and bodily vigour. Has had experience only of Bengali Natives as Engineers. They were educated at Rurki or Seebpore. They have not the energy so necessary in an efficient officer, do not push on work and seldom initiate anything. They were wanting in administrative ability and did not get on well with the people of the North-Western Provinces. It is absolutely necessary to employ Europeans at the head-works of canals. There is a greater liability to accidents there, and the men in charge must have presence of mind and resource to enable them to act at once in emergencies. Want of these qualities might have most serious results. The men in charge have to be constantly on the watch and in case of floods to drop certain sluice gates, and any delay in doing this might involve serious floods and practically destroy the utility of a canal for a season, or even for a longer period, and cause irreparable damage or serious loss of life and revenue. Promotions should not be made from the upper subordinate grades. The men would be too old for efficient service as Assistant Engineers, and, as a rule, their social position would not fit them for the post. Honorary rank is a reward for long service in lower grades like Native titles of honor. The Canal Deputy Magistrates are all Natives. They are carefully selected from a large number and rise from the lower grades. As regards furlough and pension, the distinction between men recruited in England and in India should be maintained, except that furlough under more favorable conditions than at present might be given to Natives wishing to visit Europe or America. The payment of

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pensions to officers of the class to which witness belongs in rupees has the effect of deterring men from retiring, the amount being uncertain.

MR. C. W. ODLING, M.E. (Stanley), *Superintending Engineer, Irrigation Branch, Bengal*—considers that the Cooper's Hill men are superior to those from Rurki as a class, their general education is very much better, and it reacts on their technical education. They pick up very quickly the work of assessing water rates and take a great interest in it. Except for Mechanics, where Europeans are best, Mr. Odling prefers Native subordinates. They, however, lose mental and physical activity to a greater extent than Europeans as they grow older, and this is a difficulty in the employment of Natives. In Behar, where witness is serving, the Road Cess Engineers employed by the District Boards for the maintenance of roads and bridges in their charge are principally Europeans.

Roads and Buildings Branch.

MR. H. IRWIN, *Superintending Engineer, appointed from service under Ceylon Government*—is of opinion that the Cooper's Hill men are extremely well educated and promise to do well. They are more likely to be useful in the Department and to prove a better class of men for the higher appointments than the Rurki men. Their technical education is better and they show a greater knowledge of their work on first joining. Has known men from Cooper's Hill and Rurki whose tastes lay in a different direction from Engineering. One or two of the latter were quite useless as Engineers. The present system of appointing men from colleges and paying them for learning their profession is not a good one. If Government intend to employ men from England, it would be more economical to appoint men who had a previous practical training than to select men from Engineer officers. Promotions should be made from the upper subordinate grades only in very exceptional cases. European subordinates are more trustworthy and have more resource than Natives. The most useful Native subordinates are men of the artizan class. They should be made Sub-Overseers, but should not be entrusted with cash to expend on labour.

MR. H. P. BURT, C.E. *Executive Engineer* (Cooper's Hill)—would make no change in the present system of recruitment and would not promote from upper subordinate grade. Men so promoted would not command the respect of their subordinates. Honorary rank is a sufficient reward.

MR. W. B. BESTIC, C.E. (Cooper's Hill), *Junior Secretary to the Government of Bengal, Buildings and Roads Branch*—has been Examiner at the Seebpore Engineering College, and states that there is little difference, so far as the curriculum is concerned, between the course of study there and at Cooper's Hill. In Engineering and Applied Mechanics, the standard attained is not high enough. The general education of the students is not sufficient to enable them to take advantage of the technical training to the fullest extent.

MR. JOHN WILCOCKS, C.E., *distinguished student at Rurki—sent home in 1885 for two years' practical training*—considers that the men he knew at Rurki were on the average not equal to the Cooper's Hill men from the mere fact that they had not been in England. Cooper's Hill men have the advantage of seeing large works which could not be seen in India, and their general education is somewhat superior to that of the average Rurki student. The professional instruction given at Rurki, so far as books and laboratory works are concerned, is not inferior to that which the average Cooper's Hill man gets; and if a Rurki student obtains the opportunity of training in England after he has had some practical work in India, he will certainly not be inferior to the Cooper Hill's man, if men are compared who are equal in intelligence.

MR. T. DEVERIA, *member of the firm of Marillier and Edwards, Civil Engineers and Contractors, Calcutta*—states that the firm employs Europeans in preference to Natives, as they find them more reliable and better suited for the work they have to do. The highest salary paid to a Native in their Works Department is ₹150. The salaries paid to European employés in their yard range from ₹300 to ₹450. They import their men from Scotland as they cannot get competent Natives. Natives are very good workmen as far as manipulation goes, but they do not use their brains as they might, and require to be shown. Calcutta firms employ European superintendents.

BABU KHETTER PRASAD MUKERJI, *Executive Engineer, Public Works Department, and District Engineer, 24-Pergunnahs*—was educated at Seebpore, and considers that the course of study there is sufficient to make men competent Engineers. It does not pay Natives to adopt the profession of C.E. There are few opportunities in this country for Engineers to find employment except in the service of Government, and other professions are more lucrative. More Natives should be admitted into the Public Works Department. It is their best

training field and their greatest ambition. After they have taken the B.A. degree, they should have two years' training in Engineering Colleges and two years in workshops, and be then appointed to the lowest grade in the Engineers. While students they should pay tuition fees. Living for Natives is now more expensive; hence witness would give these students ₹200 instead of ₹100 per mensem. Men who rise from the subordinate grades are inferior to Cooper's Hill men as regards theoretical knowledge, but better in practical work. Exceptional promotions should be made from subordinate grades. No Overseer qualified for such promotion has ever served under the witness, but he knows of two men who, if promoted, would be no discredit to the Engineers. There are passed men who would now come into the subordinate grades if there were a prospect of promotion.

MR. J. H. TOOGOOD, *Executive Engineer, Bengal, in charge of Workshops at Seebpore Engineering College (Howrah)*—thinks that to a great extent on ordinary works the course of study at Seebpore is sufficient to make a man a competent Civil Engineer, but there is not the same opportunity for the students to see large works as in England. In the College there is a Civil Engineer and an Apprentice class. In the former there are about 50 students who pay, Europeans ₹360 and Natives ₹180 per annum. Europeans generally take the highest places and obtain the appointments in the Public Works Department as Engineers, one or two per annum. Local Boards also recruit for Engineers from the students. The Apprentices, after completion of their course, get employment under the Public Works Department or private firms. Promotion in the subordinate grades of the Public Works Department is very slow. Some men after 15 or 16 years are still Overseers. In order to secure a better class of men, would advocate progressive pay and occasional promotion of best men to Engineers.

BABU KHETRA NATH BHATTACHARJEA, *formerly in the Public Works Department, now practising on his own account*—considers the system of recruitment needlessly expensive and unfair to Natives. Recognises necessity of recruitment of Royal Engineers as a matter of military training, but complains of Cooper's Hill College. The men appointed from there are all well provided for, whereas passed students of Bengal Colleges are unemployed or in inferior positions. European firms employ Europeans in preference to Natives as they have their own protéges to provide for. Seebpore and Rurki turn out men competent to undertake any work in this country.

BABU KHETTER MOHUN BOSE, *Pensioned Executive Engineer*—thinks that recruitment from Cooper's Hill is not only extravagant, but injurious to the development of indigenous talent. The courses of instruction in the local Engineering Colleges and workshops attached to them are sufficient for the requirements of the Department. The Department should be reorganised and repairs of roads and buildings made over to District Boards.

RAI SAHIB BAMA CHURN PARAMANIC, *Honorary Assistant Engineer, Bengal*—is of opinion that the training in local Engineering Colleges is theoretical and practical, and is not inferior to that given at Cooper's Hill. Cooper's Hill should be abolished as it is unnecessary. Higher administrative posts should be recruited from Royal Engineers and more appointments filled from Indian Colleges. There are 68 passed students of Seebpore alone without employment. Deserving upper subordinates should be promoted to Engineers as formerly. Honorary rank is appreciated, but substantive promotion when earned should be given. The strength of upper subordinates should be increased so as to remove the block in promotion, and all appointments to upper subordinates should be gazetted as formerly. Promotions should be made also from lower subordinates to upper subordinates to attract good men.

RAI BAHADUR MADHUB CHUNDER RAI, *Executive Engineer, Public Works Department, Bengal*—considers that European Engineers as a rule are better educated. Civil Engineers trained in India procure the execution of works by the influence they exercise over the labouring class, whereas the others do the work equally well so far as technical knowledge goes, but more by compulsion than influence. In building ordinary bridges locally educated Engineers are quite equal to those educated in England, but not on large works, as sufficient scope is not given to Indian Engineers. Proportionate pensions ought to be given after 10 years, and furlough should count as pensionable service. There should be the same pension rules for all. Would promote from subordinate grade in exceptional cases.

BABU KHEDER NATH CHATTERJEE, *Executive Engineer, Public Works Department, Bengal*—thinks that there is no difference, so far as technical knowledge is concerned, between Engineers educated at Cooper's Hill and Indian Colleges. Energy in carrying out works depends on the individual. Natives can undergo greater fatigue and knock about a good deal more than Europeans can, and show the same energy in pushing on work. Eurasians and domiciled Europeans cannot endure so much hardship as Natives. Would promote from upper subordinate grades in exceptional cases and extend to Natives concessions as to pension lately made to Engineers from England.

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BABU KEDAR NATH SEN, *Sub-Engineer, Public Works Department*—writes that there are too many Engineers on the roll; that the Cooper's Hill College is an excrescence on the Indian expenditure; and that Engineers, and especially Cooper's Hill men, are unduly favored as compared with subordinates.

COLONEL E. SWETENHAM, *Bengal Staff Corps, Superintending Engineer, Buildings and Roads Branch, North-Western Provinces; received professional education at Rurki*—is of opinion that the efficiency of the men from Cooper's Hill and Rurki is about equal on the whole. Rurki men are more useful for the first five years. The Rurki men as regards physical fitness are not inferior but may be slightly so as regards moral qualifications, *viz.*, firmness and decision. Would promote from the upper subordinate grade to Engineers only in case of exceptional merit. The men who have reached the senior grades would be too old for Assistant Engineers. The military men recruited for the subordinate grades through Rurki are strong men. The army is a fine field for selection, and more than 10 or 12 men are not taken annually with the whole army to choose from. They are a better class of men than could be got by recruiting locally. In regard to pension and furlough, there should be no distinction between men in the same service, except that more favorable furlough granted to Natives should be spent in Europe or America.

MR. W. C. WRIGHT (Rurki), *Executive Engineer, North-Western Provinces, Buildings and Roads Branch.*—For the first two or three years Rurki men are more useful, but afterwards Cooper's Hill men are better. The Rurki man does not improve, and of late years, due possibly to what are called the Rurki Resolutions, the batch of men from Rurki is not so good as before. Their defects are due to their having been brought up in India. The Resolutions cut off the supply of men from and educated in England. The best Rurki men are equal to the best Cooper's Hill men. The professional education of both is equally good, but the Cooper's Hill man, having a better general education, can take more advantage of his professional education. A certain proportion of the upper subordinate grade should be military men. Has known several very good men both as to work and steadiness, but for certain classes of work a Native is better. At headquarters a European is most useful, but there are difficulties in providing accommodation for him elsewhere. In regard to pension and furlough, Mr. Wright considers it a hardship that he is not on the same footing in these respects as Cooper's Hill and Stanley Engineers. Officers ought to be encouraged to visit Europe by liberal furlough rules, and it is desirable that they should be able to take pension without medical certificate at an earlier period than 20 years' service, as Stanley and Cooper's Hill Engineers can now do.

MR. F. T. ATKINS, *President of the United Railway and Government Servants Association, and member of the Committee of the local Eurasian and Anglo-Indian Association, Allahabad*—thinks that the Cooper's Hill College ought to be abolished and Engineers locally educated more largely employed. Greater facilities should be given for the employment of domiciled Europeans and retired soldiers in the different grades of the Public Works and Telegraph Departments.

COLONEL ARTHUR LANG, R.E., *Chief Engineer of the North-Western Provinces and Oudh.*—This officer has served in the Department for 32 years, and was Principal of the Thomason College at Rurki from 1871 to 1877.

The following extract from his letter, printed in Section II, gives his opinion as to the relative merits of the different sources of supply and of the capacities of the different classes of officers employed in the Department. The Lieutenant-Governor, Sir Alfred Lyall, in forwarding Colonel Lang's letter, records his opinion that that officer's estimate of the capacity of Natives for rendering efficient service in the higher branches of the Department is too unfavorable, and proceeds too much upon the experience of the past, without taking into sufficient account the probable results of higher and more extended education, and of the greater encouragement that should be and will be given to Natives of ability and fair social position to compete for the Rurki appointments. Sir A. Lyall has himself no doubt that the Rurki College might be expanded into a more valuable training school for Native Engineers in Upper India, and he would allow all Native Engineers once admitted into the Public Works Department every opportunity of showing themselves qualified as they rise by seniority for the duties of the grade of Executive Engineers. The Engineer grade in the North-Western Provinces and Oudh, it may be premised, consists of 126 officers, of whom 11 are pure Natives, 12 are Royal Engineers, 13 are Stanley Engineers, 43 are Rurki Engineers, 38 are from Cooper's Hill; and it is stated that Royal Engineers have not joined the

provincial branches for many years, and are gradually disappearing from these establishments. Colonel Lang writes:—

"As to the comparative value of the sources of supply, there can be no doubt but that the Corps of Royal Engineers supplies the best men. They are the outcome of hard competition throughout, and have enjoyed a training not to be elsewhere surpassed—two years at Woolwich and two years at Chatham, and generally before coming to India they have served on works at home; they are the cream skimmed off the outturn of Woolwich, and the *esprit de corps*, the discipline, and the high traditions which they have to maintain tend to ensure their being a *corps d'élite*. In regard to education, the primary training for a Royal Engineer or a Civil Engineer is the same. Each enters on his practical work (where alone the art of Civil Engineering is very gradually learned) similarly equipped, the difference being only in the individuals and the amount of knowledge each has mastered. It is understood that the consideration of this source of supply is beyond the immediate scope of the Commission's enquiries, as the employment of Royal Engineer officers is a matter of imperial policy: fields of training and employment must be found for them in times of peace, and while the public works of the country are greatly benefited in securing their services, the Army also reaps many advantages in the powers of administration, skill in management of labour, familiarity with the resources of the country and its materials and modes of work gained by its Engineers in the fields of the Public Works Department. The military works are naturally entirely in the hands of the Royal Engineers, but the railway branch is a field especially suited and necessary for them, while the irrigation branch also offers in some of its branches of work opportunities particularly valuable for stimulating the qualities needed by the Military Engineer. It is, therefore, in the interests of the corps, and also of the public works, that a certain proportion of the recruits for the provincial branches of Public Works shall be taken from the Corps of Royal Engineers—a measure which, as above pointed out, is now neglected.

"In respect to the comparative merits of the Cooper's Hill and Rurki men, evidence is being everywhere collected by the Sub-Committee, who are also in possession of all the most valuable records of this office in respect to the evidence collected in past years as to the merits of those two classes of men, and the value of the Native Engineers in the Department in these Provinces, and also in regard to the opinions on these subjects recorded by General Fraser, General Brownlow, and numerous other officers of experience. On this point, therefore, it is necessary only to note that while value is attached to the advantage ultimately gained in his career by the Cooper's Hill man from his early English surroundings and breadth of education thus ensured, yet that the Rurki man has many years' start of him in his practical Indian training, by his familiarity with the country, its people, languages, ways, and resources, and that the best men of the two schools are much on a par. A glance at the distribution returns of the Public Works Department will show that many of the highest appointments and the charge of many of the largest works are in the hands of Rurki men. There seems room for both classes, and the variety of characters, tastes, and aptitudes secured by recruiting in two or three different fields is considered by many to be advantageous in a profession such as Engineering which opens varied fields suited to different men. At present the number of men recruited from Cooper's Hill exceeds that admitted from Indian Colleges. It may be considered advisable to lessen this irregularity, and if so, it may be noted that Rurki, in the extent of its accommodation in quarters and class room, in the strength of its staff, and the number of candidates for admission, is capable without extra expense to this Government of training at least five times its present outturn, and indeed of supplying all the Engineers (in excess of the Royal Engineers) required for the Public Works of Northern India. The annual outturns of the Engineer class admitted to appointments in the Public Works Department varied between 20 and 30 twelve or fourteen years ago. Natives as well as Eurasians and Europeans domiciled in India enter the Public Works Department from Rurki. In the Entrance examination the candidates of pure Native descent are not so successful as their more specially trained rivals, the latter working at the Hill School specially for Rurki, the former reading for their B.A. degrees. Once, however, in the College, the Natives hold their own and need no special concessions in their favor. Of this year's outturn two are Natives and two Europeans (domiciled in India).

"If the Public Service Commission do not confine their considerations to only the present sources of supply, it may be noted of the 'Stanley Engineers' (among whom are some of our best men) that the system failed. At first it secured, as was intended, young Engineers actually working in England. Eventually, however, there sprang up a class of candidates nominally practising Engineer apprentices, but actually boys working for the competitive examination while articled to Engineers and attending their offices only to satisfy the prescribed

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conditions. Such candidates have the advantages neither of education in a recognised technical College, nor of the practical young Engineer on works. If any reversion to this mode of recruiting be contemplated, it would need careful revision.

"There seems no hope of finding any other Native source of supply than the educated B.A. schoolmen of our higher Colleges who receive their technical education at Rurki. The best and widest education is needed for our young Engineers, and cannot be dispensed with in favor of qualifications of good birth and high status unaccompanied by such education. Moreover, scions of the nobler families of the more warlike races of Northern India would not accept a career in the profession of Engineering, and it will be useless for many generations to look to the higher ranks of the Native community to furnish candidates for the Public Works Department of a type superior to the middle classes from whence our present stock of Native Engineers is drawn, and so long will the decision remain that our Native Engineers want the hardy energy, pluck, and self-reliance which are needed from an Engineer in charge of large works, and in places of superior responsibility. This, however, is a matter for consideration rather under the next head: that is, of the professional and other requirements of the different branches.

"The actual qualifications required for admission to the several Colleges and classes, to the several grades and branches of the Department and for promotion to higher grades, are matters of fact recorded in regulations which will be supplied to the Commission by the Government of India. Here only as a matter of opinion it may be noted that the requirements of the Public Works Department (as of most Departments of the public service) vary in different grades and branches, and that consequently different classes of men suit different positions. Pure Natives fill admirably the lower subordinate grades, of which the salaries are below ₹100 and for which Europeans would be unsuitable. In the upper subordinate classes there is room for the European non-commissioned officer, the 'Civilian' European or 'Eurasian' and the pure Natives: each class is wanted and each finds suitable scenes and work. The former is needed for works connected with troops; and his superior hardiness, energy, self-reliance, promptness, and pluck render him an indispensable subordinate employé on canal head-works and similar positions where delay and indecision in emergencies would lead to great dangers and losses. For rough work on hill roads, or in cold climates, these are the only suitable style of men. The steadiest and best men of this class form our best subordinate agency, and indeed share many posts, such as those of District Engineers, with men of the superior Engineer classes. Many of the civilian Europeans have very similar qualifications and are useful employés. The Native upper subordinates vary very much. Some of them are of very poor stuff, but again, as before stated, some of our best upper subordinates are Natives, honest, intelligent, and hardworking, and ready to work in native villages and localities in the plains of India unsuitable to a European.

"In the Engineer grades the qualifications required for the Assistant are chiefly that he should be intelligent, industrious, honest, and obedient. These qualities may be found in every class, European or Native. The Native as an Assistant forms a good Engineer and gives promise which too often leads to disappointment in higher grades. The Executive Engineer has greater responsibilities, needs more self-reliance and promptness, and his tact is brought into play in dealing with a wider range of fellow-workers. Here wider education and a more vigorous character come into play: the more English in temperament, traditions, and education the Engineer is, the better executive should he be. This points to the advantags of the English training of the Royal Engineer and the Cooper's Hill man. Many of the Rurki Europeans, however, with hereditary race characteristics, though domiciled in India, are scarcely behindhand. But the pure Native falls behind in the race, and though capable of holding charge of an ordinary division or district with efficiency and credit, needs more help and supervision from superior officers, and would not be selected for a division with very heavy responsible works, and where prompt self-reliance and extreme activity and pluck were essentially necessary. For Superintending Engineers, and still more for Chief Engineers, administrative capacities are needed, and greater ability, broader views, and manner and character suited for a strong yet sympathetic rule of their juniors and for harmonious interworking with a diversity of men and departments. For such posts pure Natives for obvious reasons have not hitherto proved suitable, nor are they likely to rise to such posts for some time to come,—probably not before the necessity for a European control of the several Indian nationalities has ceased. The opinions above expressed on the professional requirements of the several grades, &c., involve for the organization of our Indian Public Works Department the necessity for a very strong English element in the higher grades for the present, and for a future with no appreciably early limit; for the

Engineer establishment a liberal employment of the best agency available, that of the Royal Engineers corps; a proportion of Engineers with thorough English training, such as furnished from Cooper's Hill; a proportion, moreover, larger than at present of the useful men furnished by Rurki. For the upper subordinates also a strong English element in which the pick of the ranks of the Army shall be represented by an annual selection of smart non-commissioned officers, and the Indian schools may furnish European or Eurasian youths of good education. Here, however, a larger field is open for Natives such as the upper subordinate classes of Rurki turn out. The lower subordinate grades may be left entirely to Natives. From this field occasionally exceptionally able men may rise to the higher grades in which a few of our best Native Engineers and upper subordinates owe their first training to this extensive lower field."

MAJOR R. HARVEY, R.E., *Superintendent of Works, Public Works Department, General Branch, Punjab*—comparing the best Cooper's Hill and the best Rurki men, thinks that the superior education of the former will tell in strictly professional work and tell more as years go on. At starting a very good Rurki man would probably have a slight pull over a very good Cooper's Hill man, but the difference would diminish and ultimately the advantage would be the other way. Rurki Engineers are excellent. They join the Department knowing the country and the language, and are, therefore, less likely to be taken in or deceived in any way, and for the first three or four years of their work a good Rurki Assistant Engineer is not to be beaten. Military Engineers should be employed more largely in the General Branch of the Punjab Public Works Department, especially in cantonments on the frontier and making roads through wild frontier districts. As regards the recruitment from Cooper's Hill and Rurki, there should be two from the former to one from the latter. This would include Native Engineers from Rurki. Native Engineers are unfit for frontier cantonments, where activity and good riding are wanted. The country is wild and operations are semi-military, and a Native Engineer, a Babu, is ill fitted to go about among frontier Mahomedan tribes. Promotions should not be made from the upper subordinate grade. The men are deficient in general and technical education. For service in that grade Europeans are superior to Natives on emergencies and in carefulness of work. Natives, however, are efficient as supervisors of work. Native soldiers, who have passed through Rurki, have proved particularly good as subordinates.

MR. E. C. OLIVER, C.E. (Stanley), *Under-Secretary to the Punjab Government, Public Works Department, General Branch; has served also in Irrigation Branch*—considers that there is little to choose between the best men from Rurki and Cooper's Hill, but the latter gives the larger percentage of good men. From Englishmen educated at Rurki there have been quite as good men as those from England, but as regards Eurasians and Natives educated there, there can be no question of the superiority of the Cooper's Hill man. Perhaps in the early part of his career the Rurki man, from his knowledge of the country, does better, but the better general education of the Cooper's Hill man would eventually tell in his favor. Regarding the future recruitment Mr. Oliver stated as follows (explaining subsequently that among Natives he included Eurasians but not domiciled Europeans, and that the same remarks applied to the Engineering as distinguished from the Revenue work of the Irrigation Branch). "Regarding the future recruitment for this Department, I have rather an idea that a great deal might be done if we had a larger number of men occupying a subordinate position. A large number of the men now employed in the Public Works could, I think, be obtained and be quite as useful if employed on a much lower pay and status than at present. If, for instance, we recruited men on pay rising from, say, ₹150 to the pay of a Sub-Engineer, *viz.*, on ₹400, such men might be largely recruited in India, and a good number of them might be Natives of India. Such men are in England, called 'Clerks of Works,' have seldom a highly scientific training, nor have they necessarily to deal with payments of money. Such men might, in my opinion, perfectly well hold many of the charges, subdivisional and otherwise, now held by Assistant and even Executive Engineers. But for the higher professional duties required in the Department, I certainly think it is necessary to recruit largely from England. The majority of the Natives now recruited are, in my opinion, not suited for Engineers in the Public Works, for although there are among them men who would probably pass excellent examinations, they are, as a rule, deficient in very many of the qualities which are wanted. They are deficient in organization and administrative power, in self-reliance, and to a certain extent in probity."

MR. OLIVER would extend the subordinate and diminish the Engineer service, and adds: "I wish to point out that the fourteen Natives in the Punjab Public Works Department are serving on exactly the same pay as the men brought out from England, although, as I

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think, the larger proportion of them are not worth the money. I admit that there are some among them who are most excellent Engineers, but at the same time there are among them men who would be very well paid on ₹200 to ₹250 a month. This is, I think, a matter which should be taken into consideration in extending employment to men of this class." Mr. Oliver considers that as subordinates, except men who have been drawn from the Corps of Engineers, Europeans are not so generally useful as Natives. The pay, ₹60 to ₹400, attained after very long service will not always attract a good European, whereas it is attractive to a Native. The kind of European obtained for the lower grades is not so good as a Native. Promotion to Engineers should not, as matters stand at present, be made from the subordinate grade.

Rai Bahadur Ganga Ram, *Executive Engineer*—thinks that in order to attract more Natives to the Department of Public Works, the number of guaranteed appointments should be increased to 25, and the number of Natives turned out of the Colleges should be distributed to other Departments, such as the Accounts, Survey, Railway Traffic, and Telegraph Departments. Rurki students are among the best educated in these subjects, but their general education is inferior. They have only lately begun to appreciate the Engineering profession. Their superior knowledge of the country would enable them to work more economically. Pension and furlough rules should be the same for all. Natives should be encouraged to retire earlier, in order that they may start independent works while they have still some energy.

Mr. W. H. Johnson (Rurki), *Executive Engineer, Public Works Department, Punjab.* The best men of the two Colleges, Cooper's Hill and Rurki, are about equal. The latter do not receive so good a general education. There is among them a larger percentage of indifferent men. Natives as Assistant Engineers do their work fairly well, but are not to be compared with Europeans. They have not the energy or originality of Europeans to deal with unexpected difficulties or devise means of overcoming obstacles with which they are not familiar, nor do they get on so well with their subordinates and workmen. Punjabis are better qualified than Bengalis ; on the frontier there should be as far as possible only Englishmen. Natives are capital draftsmen, accountants, and clerks. For ordinary works Mr. Johnson would rather have a Native Engineer, but on works where difficulties may arise a European is preferable. The recent rule prohibiting promotion from lower subordinate to upper subordinate grades is hard and inexpedient, as barring prospects of advancement for the best men in lower subordinate grades, many of whom have qualifications for the upper subordinate grade. Promotion is at present so slow that an Assistant Engineer who rises to ₹500 in three or four years cannot rise to ₹950 for 20 years longer. Too many highly educated men are employed doing ordinary work. A system of progressive increases should be introduced ; and as to pension and furlough, distinctions between different classes of officers should be done away with.

Dr. T. Cooke, *Principal, College of Science, Poona*—states that the College teaches for the University degrees and for the degrees of Licentiate of Civil Engineering and Bachelor of Science. The course of instruction is almost identical with that of Cooper's Hill, but teaching to fit a man for the higher branches of the profession is in a great measure wanting. There are fewer opportunities for seeing large works than in England and the staff of Professors is limited. At least two or three more are required. There is a Mechanical Engineer class, which not only supplies the Department, but qualifies men for employment as Marine Engineers. Not much practical training can be given, but that has been found to be nearly impossible in all nEgineering Colleges. The men turned out by the College are qualified for the work of the Survey Department. Dr. Cooke is in favor of importing Engineers from England chosen from the bulk of the profession, but not from a College. Men in India have neither the gift nor opportunities for acquiring a practical knowledge of their profession.

Mr. J. H. E. Hart, C.E., *Chief Engineer and Secretary to Government, Irrigation Branch, Bombay*—considers that professional training equal to the Cooper's Hill standard is impossible in India. Professors equally good are not to be had. The range of teaching is narrower; there are no opportunities for inspecting large works as in England. Hence Cooper's Hill men and Indian students can scarcely be compared. The former are superior in professional intelligence and force of character. Native Engineers are in a few instances good and in others very inferior. They are more useful in dealing with Natives, but want decision of character in difficulties and in works of construction show no capacity for the practical application of theoretical knowledge. In the Irrigation Branch there is more administrative work, and in that branch Natives are as good as or better than Europeans if their moral tone is equally high. They are inferior to Europeans in physical endurance and in general education. High education is not essential for service in the Public Works Department. Such service calls more for powers of hard work and physical exertion than for education.

Engineers from Europe should be selected generally from the profession and not from students of Colleges. Sufficient theoretical training could be given for Public Works Department Engineers by the College of Science at Poona. All Licentiates of Civil Engineering should enter the Department in the upper subordinate grades and be promoted from them into the Engineer grades.

RAO BAHADUR KHANDUBHAI GULABBHAI DESAI, C.E., *Executive Engineer*—observes that the two Engineer appointments available annually are given to students who pass in the first division of lower Civil Engineers. The standard which used to be 50 per cent. of the maximum marks has been raised to 66⅔, which is a hardship. If two men do not pass in the first division, only one Engineer's appointment is given, and the next man is appointed to the Apprentice grade; about ten students pass out of the College annually, two becoming Engineers. Overseerships are offered to the others or they shift for themselves. Natives should be more largely employed on the ground of economy. Though the pay should be the same, yet they require less liberal leave and pension rules. Their length of life is shorter as shown by the insurance offices accepting lower premia from them and their pensions are paid in silver. Students from the Colleges should be employed on the railways to learn practical work and should be admitted more freely into that branch, and also into the Accounts Branch. Promotions should not as a rule be made from the upper subordinate grade.

COLONEL A. T. MANDER, R.E., *Superintending Engineer*—considers that the present system of recruitment is satisfactory. The Cooper's Hill men get a better professional education, they are taught by better men, and have more opportunities of seeing large works. The general average of excellence among them is higher than among Engineers from the College of Science. The Poona College of Science could not educate up to Cooper's Hill standard. It, however, turns out men with fair professional theoretical education, but their general education is inferior. Not very many Natives are thoroughly competent Civil Engineers. Their general faults are want of energy and want of courage in emergencies, and they have not seen large Engineering works; but there are some brilliant exceptions to this description of the class. Good students should be sent for practical training to an Engineer in England and exceptional merit in subordinate grades should be rewarded by promotion to Engineers, and lower Civil Engineers should be encouraged to enter upper subordinate grades by holding out that prospect. Natives are, in Colonel Mander's opinion quite competent to do survey work and to take charge of working parties. The witness thinks that in Bombay, as in Bengal, Military Works should be a separate branch.

KHAN BAHADUR MANCHERJI KAVASJI MURZBAN, L.C.E., *Executive Engineer*—considers that Natives are quite fit for service in the Engineering grade, but for some time there should be in that grade a fair proportion of Royal Engineers and British Civil Engineers. The former by their high education and military position give prestige to the Department, and the latter bring to it fresh knowledge acquired by visits to Europe. Such Engineers should be drawn from the profession at large and not taken fresh from College. Assistant Engineers should be posted to offices of Executive Engineers in charge of large works. Native Engineers are better than Europeans for checking scamping of work and fraud on the part of contractors. In the efficiency of their works there is not much difference. The European Engineer's education is superior. The present system of appointing Natives is not satisfactory. Students at the College give more attention to subjects likely to tell well in the final examination; hence they know more of Mathematics for instance than of Engineering. Three or four of the most successful men of each year should be employed as upper subordinates and promoted thence to the Engineer grade. The upper subordinates should be all Natives except military subordinates for military works. At present Europeans are admitted to the upper subordinate rank as first grade Overseers on ₹100, and Natives to the third grade on ₹60. Hence an undue proportion of higher grade appointments is held by the former. On the other hand only one European to the knowledge of witness has been promoted from upper subordinate to Engineer, while he knows of several Natives who have been so promoted. The witness himself is one.

RAO BAHADUR KASHINATH RAMCHANDRA GODBOLE, B.A. C.E., *Executive Engineer*—considers that Native Engineers can work cheaper than Europeans in consequence of their superior knowledge of the country, people, and language at the beginning of their service, and of the resources and labour capacities of the district in which they are employed. They also draw smaller pensions and take them at a later stage of life and require less leave. Europeans, on the other hand, are physically stronger and more enduring. Their general education is better, as is also their technical education in some particulars, such as ironwork and architecture, and they are better able to apply their knowledge. They are less afraid of responsibility and for

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this reason are superior in emergencies. Ordinary works might be entrusted to Indian Engineers, and special or extraordinary works to European Engineers imported for the purpose. There should be a higher and lower service distinguished by the different degrees of education required for the bulk of the men employed in each, but special merit in the lower service should be rewarded by promotion to the higher grade; men corresponding to Clerks of Works in England should belong to the lower service. There should be one Engineering College for India, which would allow of more and better Professors being engaged. Furlough should be given to Natives as to Royal Engineers to enable them to visit Europe and see large works.

RAO BAHADUR V. B. KANNIKAR, *Civil Engineer, retired; built the Secretariat at Bombay under the direction of the Superintending Engineer, General Fuller*—considers that Native Engineers should be more largely employed. They are as good professionally as European Engineers, and their knowledge of the rates enables them to do work more cheaply.

RAO BAHADUR MATAND WAMON, *Supervisor*—advocates the promotion of upper subordinates to the Engineer grade.

MR. T. D. LITTLE, C. E. (Stanley), *Executive Engineer, Khandesh; 27 years' service*—writes mainly with reference to the duties of an Executive Engineer holding an ordinary district charge. These duties are not always of a scientific character, but are multifarious and require a considerable amount of practical experience and a capacity for managing and organising labour. Royal Engineers are better for dealing with military stations and works, but as regards civil operations, there is not much to choose between Royal Engineers and Civi Engineers who accept permanent employment in the Department. Royal Engineers, however, who merely accept temporary employment in India, are unable to acquire the experience accumulated by those permanently employed on Indian works. Mr. Little would like in the Department a sprinkling of Executive Engineers who have entered the profession through the ordinary channel of pupilage and have been trained in works under Civil Engineers. As to Natives, he thinks that it is too early yet to fairly estimate the value of Natives as Civil Engineers. He has known some do excellent service, but is aware that others are wanting in energy, in practical professional knowledge, and also in the tact and judgment so essential to successful administration. Very many who are able to pass a test mainly theoretical do not possess the physique and energy necessary for success as Civil Engineer, and it is most desirable that such men should be excluded. He is in favor of promotions from the upper subordinate establishment by examination from among candidates qualified theoretically and practically. He would make promotions from men between 5 and 10 years' service. This would secure sufficient practical training, while the Assistants promoted would not be too old to rise to high positions in the Department. He adds that it is very desirable in the interests of all concerned that the Native members of the Engineer establishment should be the very best men obtainable, for otherwise the system of employing Natives in the higher grades may be handicapped and discredited. As regards upper subordinates, the great majority of whom now enter the service through the Poona College of Science, and of whom many lately admitted have obtained the degree of L. C. E., Mr. Little considers them as a whole decidedly good; a large number of them are intelligent and efficient, take an interest in their works, and manage to secure satisfactory results for their expenditure. They are often, however, wasted on duties which might be equally well performed by Sub-Overseers. He would be inclined to gradually reduce their numbers and increase the proportion of higher-grade appointments. This, with occasional promotion to the Engineer grade, as recommended above, would make the service attractive to still better men. For military stations, where the requirements are of a special character, he would have only military subordinates. In consequence of the increasing number of candidates, Mr. Little would gradually raise the educational standard for lower subordinates and endeavour to secure as candidates men who had qualified, but failed to obtain appointments as upper subordinates. The number of lower subordinates should be increased, and specially qualified men among them should be promoted early in their service to the upper subordinate ranks.

MR. GEORGE LAMBERT, C.E., *Superintending Engineer for Irrigation in Sind*—considers that the attainments necessary for officers in the higher grades should be exactly the same, no matter what country or class of the community they may be drawn from. He sketches what he considers necessary, which involves early scientific education at school, study at an Engineering College at home or abroad for two or three years, a year's training in a mechanical workshop or manufacturing works, and then two years' apprenticeship in the office of a Civil Engineer. Then the student may proceed to India to practise his profession and should choose the branch of Engineering for which he has more aptitude and desire. He had experience of an Assistant Engineer of the Hyderabad Amil class, and of another, a Brahman of the Deccan, who were educated at the Poona College. Neither had any technical training, one had a better

theoretical knowledge than the other, but the practical knowledge of both was poor. The Amils of Sind, in Mr. Lambert's opinion, show the greatest aptitude for acquiring theoretical knowledge and applying it practically, and want only a full course of practical and engineering training to become as successful Engineers as the average men of the Department. The Deccan Brahmans he has met are inferior to them in this respect. Mahomedans and Parsis are as a rule inferior to Hindus in acquiring Engineering knowledge, and some are very low down in the lists of the Hyderabad Engineering School. These remarks apply apparently to officers employed in the subordinate grades.

Mr. J. E. Whiting, C.E., *Executive Engineer, Nira Canal, and Chief Engineer for Irrigation; 19½ years' service*—places the capacity for rendering efficient service in Civil Engineering works of the three classes of Engineers in the following order—

1st—Cooper's Hill men.
2nd—Royal Engineers.
3rd—Licentiates of Civil Engineering.

Colonel C. A. Goodfellow, R.E., *Superintending Engineer, S. D., Belgaum; 27 years in Department*—holds that the present system of recruitment of Natives for the Engineers and for upper and lower subordinate establishments is a mistake, inasmuch as at the College of Science at Poona the same education is given to all who compete for employment in the Public Works Department, whether in the Engineering or upper subordinate grade. Of those competing at the same examination one enters the Engineering and a certain number of the others the upper subordinate grade. The higher technical and professional education should be undergone by the Engineers only. The upper subordinates are not the better but otherwise for the smattering of science they have acquired in their College course. They soon forget it as it is of no use to them in their future calling, and they are disappointed and discontented men all their service. The same distinction as to education that is made between the upper and lower subordinate grades should be maintained between the upper subordidate and Engineering grades. In the subordinate grades Brahmans, owing to their intellectual superiority, preponderate, but suitability for the service is not confined to any one class; it is personal. If competitive examination continues to be the test for admissions, Brahmans will maintain their position for some time yet.

Mr. C. T. Burke, C.E. (Stanley), *Executive Engineer, Irrigation Branch, Poona Division; 19 years' service*—considers that the course of study at Cooper's Hill College is very complete as a theoretical education, but that the time spent on actual work is not long enough to qualify the students for the work which is entrusted to them. It is also a mistake that Cooper's Hill students should be allowed to spend their year of practice on works in India. It should be compulsory that the year should be spent on properly selected works in England. Technical instruction in workshops or engineering laboratories, such as are attached now to most of the best Engineering Colleges in England, and practice in surveying and building and in various other such subjects, are essential, and the study of drawing, including the various systems of projection and geometrical drawing, should be maintained throughout the whole course of an Engineer's training. Therefore, if Government desire to have the best class of Engineers, the education of the Engineer or officers' establishment should be undertaken in England and should include a practical course on actual works in England of at least one full year, or better still two years. Mr. Burke does not underrate the gain of a knowledge of the ways, manners, and habits of the people of this country and of their language, but a thorough knowledge of the profession is the first requirement for efficient service, and in no country are the opportunities for practical education so great or so varied as they are in England. Men of whatever nationality should be educated in England and should not be limited to one institution, so that a healthy competition may be fostered between different Colleges. Cooper's Hill Engineers are on the whole preferred by Mr. Burke to those educated elsewhere. He gives the following as the result of his experience of Natives in the subordinate establishment of the Irrigation Branch: "I have had a great deal of experience of Natives in the subordinate establishment, and in this position prefer them to any other class for the particular kind of work appertaining to the Irrigation Department. I may here say that during my service in this country I have been almost entirely employed in the Irrigation Department, and I know that the duties of subordinates require a large amount of sympathy with the large class of Native cultivators with whom they are brought in contact; it is desirable that they should mix with and reside amongst them; and intimate knowledge of the Native language is absolutely necessary, as well as an acquaintance with the manners and customs of the Natives, so as to more fully and readily understand their wants and requirements, their grievances, &c., &c. In surveying and levelling operations Natives are quite

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equal to Europeans. In the Accounts branch, as Accountants, Natives are quite equal to Europeans. In the actual construction of works Natives do exceedingly well in subordinate positions Where they fail is in emergencies, and under sense of responsibilities, also, comparatively speaking, in want of energy and endurance. I consider Natives to be wanting in self-reliance; they are afraid of the heavy responsibilities which most Irrigation officers in charge of districts, or even of subdivisions, have frequently and constantly to undertake; they are not as energetic physically as Europeans, nor are their powers of endurance as great. My experience, therefore, leads me to think that while Natives are well suited for the subordinate establishment, they are not by any means as well fitted for the Engineering or officers' establishment as Europeans educated and brought up in England; but should Government desire to employ educated Natives in this capacity, it ought to be a *sine qud non* that they should receive their training in England.

CAPTAIN W. L. C. BADDELEY, R.E., *12 years' service, Deputy Chief Engineer and Under-Secretary to the Madras Government, Public Works Department*—furnished the Sub-Committee at Madras with a note in which the view is expressed that any attempt to recruit the Engineering Establishment of the Madras Public Works Department from the Madras College of Engineering, or in other words, from the Madras Presidency alone, would result in failure. A broad distinction between the officers and subordinates of any Department is necessary for its efficiency, and the system of educating at the same College young men who will afterwards be officers and subordinates in the same Department is distinctly a mistake that can only be practically justified on the grounds of economy. Captain Baddeley would have one College in India to educate in Engineering all Natives of India who can afford to pay for the advantages of high education, with a certain number of guaranteed appointments as Assistant Engineers in the Department, to be competed for annually by the students who completed their course of studies. The present Indian Engineering Colleges should have no guaranteed appointments to a higher grade than that of Supervisor. As regards the upper subordinate establishments as at present constituted, military upper subordinates are preferable to civilians for employment on works in connection with the Military Department, such as are constantly in progress at Madras, Bangalore, Bellary, and other military stations. The work to be performed includes not only the construction and repair of the most valuable buildings in the Presidency, but also the Sanitary Engineering connected therewith, such as water and gas supply, drainage, &c., &c. Military subordinates usually prove most valuable men when employed either in the Irrigation or General Brauch. To prevent supersession of civilians, military upper subordinates should be kept in a separate list for promotion. The promotion of upper subordinates into the Engineer grade has been discontinued of late years rightly in Captain Baddeley's opinion, and an upper subordinate should in no case be so promoted unless when he is still young.

CAPTAIN C. B. HENDERSON, R.E., *Executive Engineer, Acting Principal of the Civil Engineering College, Madras; 14 years' service in Public Works Department*—has held his present appointment only four months and has had no opportunity of observing the students during the course of their studies. He stated that the theoretical education given to students in the Engineer class during the three years' course is sufficiently high, and the two years' practical training subsequently given ought to be sufficient to turn out good men. There are objections to a single College for Engineers. The candidates are so few that the expense would be great. The language and modes of working in different parts of India are different and Natives would object to leave their own Presidency and go to distant places. There are now in the Madras Engineering College 170 students, of whom 15 are in the Engineer class and the others are qualifying themselves to become Overseers. He has had six Cooper's Hill men working under him. They were all good Engineers. They were superior in technical knowledge in designing and organising, and got better work out of their subordinates than the men educated in India. They required some help at first, but after a year they gained experience, and became acquainted with the language. The students from Cooper's Hill examined by witness in professional knowledge passed the first time. The witness is aware that there are Cooper's Hill men in the country who have not yet passed the easy 3rd class vernacular examination. The subordinates educated at Indian Colleges were not of much use at starting, but worked fairly well after two or three years' experience. Eurasians could stand the sun better than men of any other race, and were stronger than pure Asiatics. Europeans broke down more quickly up-country than Eurasians.

COLONEL VIBART, R.E., *Superintending Engineer, Madras Circle; 26 years' service*—has had much experience in irrigation works. Colonel Vibart would not increase the Native agency in the superior grades, and doubts whether the ordinary petty works of a district could

be carried out efficiently by such agency. He thinks the Engineers he has known from Cooper's Hill incomparably superior in every respect to those he has known educated in the Madras Engineering College. The latter seemed to him to have acquired only a smattering of knowledge which they found altogether insufficient when brought face to face with practical work, but he knows one Native educated at the Engineering College who did admirable work on an emergency. The vernacular examination should present no difficulty to a Cooper's Hill Engineer, but several of them have failed to pass it. Educated Natives, some of whom had taken an engineering degree, did not do their work particularly well. They were not sufficiently active, nor did they take sufficient interest in the country and the works going on in it. A European gets a better acquaintance with the country than a Native as he is fond of going about shooting and riding. Some of the older class of subordinates who entered the Department otherwise than through the Engineering College did very good work indeed. One of these, a Mahomedan, originally a clerk, was rather good at aligning distributaries. Mr. ——, born in this country, is a very good man and unusually competent. The large number of military subordinates is due to the fact that before the establishment of the College more men of that class than Natives used to enter. Their numbers have diminished and those of Natives have increased.

Colonel Pennycuick, R.E., *Superintending Engineer, Trichinopoly Circle; 25 years' service*—has had a great many Cooper's Hill men serving under him, and thinks that they are as near perfection as anything Government is likely to get by any system of selection. They are mostly men who have been educated in public schools and had the corporate training there and at Cooper's Hill which he thinks essential. He has also had as much experience of Native Engineers as is possible under the circumstances. He had no fault to find with their actual professional qualifications, but does not consider them at all fit for the upper grades of the Department. He has never seen one whom he would desire to put in charge of an important executive division. Their defects were want of energy and power to control their subordinates and want of readiness to accept responsibility. These defects he attributes not actually to their Asiatic origin but rather to their early training. If a Native were sent to an English public school for two or three years and then passed through Cooper's Hill, there is no reason why he should not make a good Engineer. A man educated in Madras, whether domiciled European, Eurasian, or Native, would be unlikely to succeed as an executive officer. Very high education is required for the work of the Department and a higher degree of technical skill than would be necessary in a Local Board Surveyor in England. There is a good deal of administrative work also for which qualifications are required,—*e.g.*, the power of being on equal terms with officers of other Departments so as to avoid friction and awkwardness. An executive officer in the Irrigation Branch has often to discuss and advise the Revenue Department on important questions, such as water rates. Every man in the superior grade should be appointed in England. Promotion from subordinate to superior grades should be so exceptional that provision for it could not be made beforehand. Witness knew only one upper subordinate in all his service whom he would promote to superior grades; as a rule, by such promotions a good subordinate is spoiled and a bad Engineer made. Their incapacity is not for the grade of Assistant Engineer, but for the higher offices for which that grade is a training ground, and their promotion to that grade without further prospects would be injurious to the service. Military subordinates are the backbone of the subordinate establishment. They have a better sense of discipline,—*i.e.*, not only obeying orders, but the practice of working in concert with others, and a sense of responsibility as members of an important organisation. They may not be absolutely necessary, but when promptitude or hard work of a man who will stick to his work are required, there is no man like a military subordinate. But the witness has not an unfavorable opinion of the other three groups (civilian Europeans, Eurasians, and Natives) which make up the subordinate service. He has a high opinion of them all as a body, and has known excellent service done by many others than military men, though on the whole he considers the latter the more efficient. Colonel Pennycuick does not approve of, or think fair to the other members of the Department, the system under which a European soldier comes in as a 1st grade Overseer.

Mr. Claude Vincent, C.E. (Cooper's Hill), *Executive Engineer, Buckingham Canal Division; 13 years' service*—has served in district work and also as Under-Secretary to the Madras Government, and has frequently been an Examiner in the Engineering College. He thinks Natives unsuitable for the work required of Engineers. A good Engineer should be active, fond of riding, indifferent to the sun, inured to exposure, prompt at arriving at a decision and not afraid of responsibility. From constitutional and ethnological reasons these qualities can be looked for only in exceptional Natives. There are excellent Native

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subordinates in the Department, but they have, as a rule, only one work or groups of works to look after, and are not often expected to act on their own initiative. Even if such men were generally available it would be impossible to educate them in India up to the required standard,—that for instance of Royal Engineers or Cooper's Hill. The tuitional staff in England are men of European reputation.

The best Royal Engineer and Cooper's Hill men will always be ahead of the best Rurki men, and the training at Rurki is superior to that given at the Madras Civil Engineering College, as there are large irrigation works and workshops close at hand in which to teach the students practical work. Mr. Vincent thinks that it would be a most excellent thing to have separate agencies to carry out the ordinary works of a district and works of extraordinary importance. At present men in the Department who are fond of Engineering have their enthusiasm spoilt by having to do a great deal of petty work. He disapproves of the system of giving one Engineer appointment annually to the senior Native student of the Engineering College who obtains the University degree of Bachelor of Engineering. It is a chance whether the student so selected develops into a capable Engineer, and it would be a better plan to make such an appointment annually from among the Native upper subordinates whose capacity can be accurately gauged and who sadly require a little stimulus to their zeal. Their promotion is very slow owing to the system of bringing in military men as 1st grade Overseers, and the higher grades of the upper subordinate establishment are almost wholly closed to them. Domiciled Europeans take advantage of this system by enlisting and spending six months in a British regiment and then seeking admission to the College. There should be separate promotion lists for military and civil subordinates. The objections made on physical grounds to employing Natives as Engineers would not apply to Eurasians, but would apply to domiciled Europeans who do not enlist.

Mr. S. D. Pears (Cooper's Hill), *Executive Engineer; 7 years' service*—has had experience of Bachelors of Civil Engineering employed as Supervisors. Their book-knowledge was good, but as Supervisors they were above their work. They had no idea of discipline; they failed in designing. Until they had two or three years' practical experience they were not of much use. At construction they could not correct a mistake they saw a brick-maker make; in survey work they varied very much. One of them was the best man witness ever came across for laying out distributaries, but he could not design sluices or bridges. The European subordinates were in witness's experience not so good as Natives. They were inferior to Natives in the command of labour. If a hundred coolies were required at an hour's notice a Native subordinate could get them, a European could not.

Rai Bahadur Subharaya Chariyar, B.C.E., *Executive Engineer; 22 years' service*—had some Cooper's Hill Engineers serving under him temporarily. Saw them on three occasions in three months. They appeared rather inexperienced, had been in the country only four or five years, and in witness's opinion were put in charge of subdivisions too early. It takes a young Engineer two years to become thoroughly efficient. Witness has never met any Cooper's Hill men who were good vernacular scholars, and in his opinion a good command of the vernacular language is essential to efficiency. Witness was kept on probation for six years after he entered the Public Works Department before he was appointed an Assistant Engineer. An order was passed that he should enter the Department in the subordinate grade, but the rule was not enforced in the case of Europeans.

Rai Sahib Ratnasabhapati Pillai, B.A., B.C.E., *Assistant Engineer, 1st grade; 13 years' service*—thinks that the treatment of Europeans and Natives is not always equal. Was superseded temporarily on several occasions, on one of them in consequence of a Government order by which three months' grace was given to persons to pass the vernacular examination.

Mr. B. Stephens, *Local Fund Engineer, Coimbatore District*—was formerly an upper subordinate in the Public Works Department, but left it in 1879 when there were reductions. Is of opinion that promotions should be made more frequently from the upper subordinate to the Engineer grade in order to secure the best local talent. The great bulk of the work done, he remarks, in the Department of Public Works is of such a nature as not to require a highly scientific training. The bulk of the work to be done is almost entirely confined to estimating and measuring earthwork for tank and channel repairs. During the last ten or fifteen years there has hardly been one work done by the Department of Public Works that an experienced Supervisor or Sub-Engineer could not have designed or executed. Mr. Stephens gives instances in which he was superseded in important charges by men of less professional experience and ability which led to his leaving the Department in disgust. He also points out that civil are superseded by military subordinates without reason. There should be fair play between them, and the higher grades should be opened out to deserving men without reference to caste, colour, or creed.

MR. VAITHIANATHA AIYAR, B.A., B.C.E., *Sub-Engineer*—entered the Department in the sub ordinate grade in 1876, having adopted Engineering as his profession by the inducement of being admitted to the Engineering establishment. Has memorialised unsuccessfully respecting the direct appointment of a student from the College as an Assistant Engineer and claiming the appointment himself.

The changes he advocates in the organization of the Department are as follows:—

(1) that all Overseers should be Natives, as these have to deal directly with workmen and ryots;

(2) that all Bachelors of Civil Engineering should enter the Department on probation as Engineers;

(3) that the Cooper's Hill College should be closed as far as India is concerned;

(4) that persons qualifying themselves for service in the Public Works Department should also be employed in the Survey Department;

(5) that subordinates of proved merit and experience should be admitted into the Engineering establishment;

(6) that the Classified List should be published according to rank in order that every member may know his relative position in the Department.

The duties of the Department in Madras require constant travelling, a knowledge of the vernacular and customs of the people, and the requirements and available resources of the country, and in all these points Natives are likely to be more efficient than Europeans.

MR. J. W. H. ELLIS, *Honorary Assistant Engineer, 1st class*—entered the Department of Public Works in October 1861 as an Assistant Overseer on a salary of R80; considers that the Cooper's Hill College is not necessary for India, and that the Indian Colleges can train men of sufficient attainments and that the standard should be raised if possible. Eurasians labour under a disadvantage in not being regarded as "pure Asiatics." He believes that this was the cause why the Government of India refused to accept the recommendation of the local Government to promote him and another Eurasian gentleman to permanent Assistant Engineerships, though they have been required to discharge the duties of the higher grades as occasions required. Mr. Ellis gives numerous instances of this from his own service. The prospects of civilians in the subordinate grades are bad as compared with military men. They must enter as Overseers of the 3rd grade, while military men enter as 1st grade, and have no appointments guaranteed to them, while military men are guaranteed their appointments irrespective of their place in the list.

MR. S. SUBRAMANYA SASTRI, *2nd grade Overseer*—complains of there being only one guaranteed appointment per annum to the Engineer grade, and that in spite of a guarantee in 1872, men were appointed only in 1874, 1880, up to 1885. Since then there has been one appointment annually. He also objects to the unfairness of bringing in Military Overseers in the 1st grade. Native Overseers thus find themselves with the lapse of every year further and further from the rank of Supervisor, and the scope of first appointment to the Native students becomes more and more curtailed. Witness proposes that only two military men should be appointed annually, and that they should begin as 3rd grade Overseer, but with a higher rate of pay than Natives. The remaining vacancies should be filled by Assistant Civil Engineers and Bachelors of Civil Engineering. Native Overseers should at first be employed as draftsmen in the divisional offices, but in a few instances as Sub-Overseers, and the special Department of the College for draftsmen should be abolished. Overseers and officers drawing small salaries should not be transferred out of the circle, and temporary establishments should not be employed in the execution of works, but in the preliminary operations of preparation of the projects as the Department has no hold over them in case of bad work.

MR. A. M. MAURIAPA MUDALIYAR, *late temporary Sub-Engineer*—has served for some 26 years in different capacities in the Public Works Department on the South Indian Railway, and famine relief officer. He has been promised a suitable appointment in the Public Works Department when his private business, which at present compels him to remain at Madras, allows him to take it up. He considers that there should be an increase in the staff of permanent lower Sub-Overseers, and that the most honest of them should be promoted to upper subordinate grades, and if qualified to that of Assistant Engineer. At present those who come out of the Engineering Colleges with Overseers' and Assistant Engineers' certificates are not fit to be entrusted with Overseer's work. They do not care to submit to discipline and to learn work. All who pass for Assistant Engineer should be made to join as 3rd grade Overseer on one year's probation, and when proved to be honest, active, indefatigable, and willing, should be confirmed and allowed to rise to the upper subordinate grade, from which those who are resourceful under difficulties, prompt at coming to a decision, thoroughly qualified in almost all branches of Engineering work, not afraid of assuming responsibility, and above all perfectly

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trustworthy and honest, should be promoted to the Engineers or officers' class. In his experience witness found officers of Royal Engineers the best and Cooper's Hill Engineers next to them. All the European officers he knew with two exceptions were honest and painstaking, their only drawback being that they always kept the Natives at a distance. Almost all the Engineering works in this country could be done as efficiently by Natives trained out here as by Engineers trained elsewhere, but he would bring out Engineers from England for the sake of the higher moral tone they give.

MR. S. NARAYANASWAMI CHETTY, *District Court Pleader, Municipal Councillor, and Member District Board, Vellore*—would create a separate service for graduates, which they might enter on higher pay, and from which they might be promoted to vacancies in the higher grades, if found deserving. The men who having passed through the College enter as Overseers, in consequence of there being only one Engineer appointment, become discontented, work without heart, and seek for employment elsewhere. Natives should be employed in all grades of the Department up to, for the present, that of Superintending Engineers or Engineers in charge of special projects requiring extraordinary skill and experience.

MR. A. NARAYN SWAMI MUDALIYAR, *Supervisor, 1st grade*—objects to the admission of military subordinates as 1st grade Overseers and of Engineering graduates as 2nd grade Supervisors as being a great obstacle to the promotion of deserving Overseers who enter in the lower grades. Witness entered as an Overseer of the 3rd grade (R60) in 1867, and is now only a Supervisor, 1st grade (R200), though he has been for five years in charge of a subdivision.

Accounts Branch.

The establishment in this branch consists of two classes, the superior and the subordinate. The superior Accounts Branch employs seventy-two officers, amongst whom there is only one Native of India of unmixed blood. Seventeen officers are Europeans domiciled in India and fifty-four are Europeans not so domiciled. Ten are Royal Engineers, five other military officers, two Stanley Engineers, eleven Cooper's Hill Engineers, and forty-two non-professional civilians.

The head of the branch is the Accountant General, a Royal Engineer. The pay of this officer is R2,500. Next come Examiners of Accounts in four classes, the lowest of which is subdivided into three grades. The pay of Examiners ranges from R650 to R1,600. There are two grades of Deputy Examiners on R450 and R550, and two of Assistant Examiners on R250 and R350. Apprentices draw R100. Royal Engineers as in the Engineer establishment draw the net military pay of their rank in addition to the consolidated pay of the office they hold in the branch, or what is known as the staff scale in lieu of the consolidated pay which varies with the rank of the officer.

This branch is recruited (1) by appointments from the Engineer establishment in any grade; (2) by the appointment as Apprentice Examiners of candidates who pass a prescribed educational test; and (3) by promotions from the subordinate class of Accountants who pass the same test except in languages. Government reserves to itself the right of appointing qualified outsiders. Assistant Engineers when appointed to the Accounts Branch must pass a special examination in accounts and departmental procedure before confirmation. Outside candidates, nominated by the Accountant General, must undergo an examination conducted by the Principal of the Rurki College. The fact of passing gives no claim to an appointment. Those who pass are appointed only as vacancies occur. When appointed they serve as apprentices on probation for at least six months until reported efficient. If an apprentice fails to become efficient in two years he is not retained. He must also pass a prescribed examination in book-keeping and departmental accounts. Accountants promoted to the superior establishment on account of long and meritorious service are warned that they must not expect promotion above the lowest grade of Examiners. Promotions are made in the superior grades on a single list, recommendations being made by the Local Governments respecting officers serving under them.

The Public Works Department Code lays down (paragraph 117) that an Examiner of Accounts has two distinct functions—

(*a*) as Financial Assistant to the Secretary to Government or head of a State Railway;

(*b*) as independent Auditor on behalf of the Government of India.

It is his duty to audit the charges for expenditure incurred by all disbursing officers, to supervise the keeping of the accounts of all Public Works Department receipts and expenditure according to the prescribed forms, and to maintain regularity in the financial operations of the Department (paragraph 141). In respect of one division of his functions he is to exercise them under the orders of the Local Government or head of the Railway to which he is attached, and in regard to the other he is under the immediate orders of the Accountant General.

Subordinate Accounts Branch.

This consists of four grades of Accountants 479 in number on pay rising from ₹80 to ₹450. There is a fifth grade in the Madras Presidency, but as its maximum salary is only ₹75, it need not be taken into account. There is only one European not domiciled in India in the Subordinate Accounts Branch.

The domiciled Europeans including Eurasians are . . .	179
Hindus, number	270
Mahomedans ,, ...	13
And other Natives of India, number	16

Appointments are made to the subordinate Accounts establishment by the Accountant General Public Works Department, for vacancies in Military Works and Railways, and smaller Local Administrations and by Local Governments for vacancies under them.

The men appointed must be—

(*a*) Outsiders who have passed a test examination held every alternate six months by the Thomason and Seebpore Colleges, or

(*b*) Men already in Government service who have passed this examination, or

(*c*) Upper subordinates from the executive branch, the examination being dispensed with in the case of those who have proved their aptitude for accounts work, or

(*d*) Candidates who have passed the Entrance examination to the Engineer class of the Thomason College, and who are exempted from the preliminary examination.

After appointment every Accountant will be on probation for a year, and before being confirmed must be reported qualified and pass an examination in the divisional accounts of one section of the Department. A further departmental examination must as a rule be passed before an Accountant can be promoted to the 2nd grade. When the examination is dispensed with, the appointment can be made only by the Government of India. Promotions are made by the Local Governments of Bengal, North-Western Provinces, Punjab, and Madras on separate lists.

By the Accountant General lists are kept also for—

(*a*) The smaller Administrations, Military Works, and Office of Accountant General:

(*b*) Railway Branch.

The tests for appointment and promotion given above do not apply in Bombay, where the Local Government has its own rules for appointment and promotion.

The leave and pension rules of this class are those of the Uncovenanted Service. Service before 22 years of age does not count for pension.

The technical requirements of this branch are thus given in the Secretariat note of the Government of India:—

"For the superior officers of the Accounts branch a complete knowledge of commercial accounts and book-keeping, and of the departmental systems of the several branches, General and Railways, including open line and store accounts, is requisite; also a complete knowledge of arithmetic and elementary algebra, geometry, and mensuration. A knowledge of pure mathematics, extending to the higher branches of the subject, is useful but not essential; but it is now being considered whether the test should not be considerably raised so as to obtain the entertainment of men of higher education. In the highest posts of the Department it may be said that an officer should be a competent professional Accountant in the technical sense, which includes a knowledge of banking and commercial business. He should also possess a fair knowledge of actuarial science, extending to a practical acquaintance with the various tables used by actuaries and the mathematical formulæ on which they depend, together with an acquaintance with the simpler problems dealt with. At the same time he must have a thoroughly practical acquaintance with the several systems of accounts of the Department and the numerous Codes of the Public Works and Financial Departments. For the higher Accountants a good knowledge of arithmetic, elementary algebra, mathematics, and book-keeping is necessary, an acquaintance with the several departmental systems of accounts is desirable, and an intimate knowledge of at least one of the systems is indispensable. For the lower Accountants a fair knowledge of book-keeping and a good practical knowledge of one of the departmental systems is sufficient."

The general duties of an Examiner of Accounts and the routine of an Examiner's office are thus described by Lieutenant Hilliard, R.E., Deputy Examiner, Punjab:—

"The duties of an Examiner of Accounts are generally to check the accounts sent in by the Divisional Engineer officers, and keep a general watch over their operations: for instance, an Examiner has to superintend the fixing of rates by the Divisional Engineer. He has to audit the pay of the various Public Works Department establishments and decides all accounts

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questions connected with their pay and leave. The Subdivisional Engineer officer makes out the monthly accounts of work which are then collected together in the Divisional office; from the Divisional office they go up to the Examiner's office to be checked. It is, therefore, of advantage to the Examiner to know from personal experience how these sub-accounts are made out.

"The Examiner is a controlling officer. When the accounts are received in his office they are handed over to the Assistants of the Accountants who compare the vouchers with the amounts entered in the different schedules of expenditure, &c. The figures taken from these schedules are all checked and entered up in the Examiner's books, from which he is enabled to keep on record the expenditure on any sub-head of work up to date. From the checking clerks the accounts go to an Accountant in charge of three or four divisions who again checks them. From him they go to the Superintendent of the branch. He has to go over all the accounts of his sections, and from him they go to the Deputy Examiner in charge of the branch, who is finally responsible for their correctness."

The evidence as to the larger employment of Natives among the superior officers of the Accounts Branch is not unanimous, but several witnesses consider that there is no reason why this should not be carried out if educated Natives could be attracted to the Department. The uncertainty of the appointment of a nominee who may pass the qualifying test and the necessity for knowing something of Latin, French, or German practically exclude Natives of the class required, and the fact that while 20 Europeans have been promoted from the subordinates grades, only one Native has been so promoted, indicates a preference on the part of the heads of the Department for European agency. The unfavorable characteristics of Natives which have been remarked on by the witnesses respecting the Engineers Establishment are here also dwelt upon by some witnesses, but it is allowed that Natives in the grades are quick workers and good at figures, and that some of them are competent for the duties of Deputy Examiner.

The employment of Engineers is advocated by the Accountant General and other officers on the grounds that their professional knowledge, if not essential, is of great use in enabling them to deal with the accounts of the executive officers, and that they work more smoothly with the Departments with which they are brought in contact. A strong opinion is also expressed as to their superiority, as a class, to the civilians employed in the branch and without them Colonel Filgate thinks that the superior establishment could not be manned. On the other hand opposition is expressed to the employment in this branch of professional Engineers, and especially Royal Engineers, as unnecessarily expensive and injurious to the efficiency of Royal Engineers as soldiers. The same criticism would apply also to the few Staff Corps officers in the branch.

The civilian officers examined object to the invidious distinctions as regards pay, pension, and furlough between different classes of officers in the branch.

In the Accountant's grades, it is recommended that the service should be localised. Natives are averse, as a rule, to being sent away far from their home, and better men would be attracted to the Department if the present system were altered in this respect.

The evidence of the witnesses may be abstracted as follows—

Colonel Filgate, R.E., *Accountant General; 24 years in the Department*—of the different classes of officers employed in the superior establishment of the Accounts branch, prefers officers from the Engineers to outsiders, and considers that without them he could not officer the branch. There is less friction with other Departments when Engineers are employed and their average efficiency is greater than that of the civilian officers. A technical knowledge of Engineering is not essential, but is useful for an officer in the branch. The employment of some Royal Engineers is unavoidable, as the Royal Engineer establishment for India is fixed and work must be found for the officers. The civilians who seek employment in this branch are men who have failed for other Departments and come to Accounts as a last resort. Cooper's Hill Engineers pass the departmental examination in one year; civilians take two or three years, and can then barely scrape through. Two or three have failed altogether and would not learn. These remarks refer to the average. There are some uncommonly good men among the civilians. Only one Native is employed in the superior grades. Colonel Filgate prefers Europeans, and thinks that in regard to Divisional offices, those of Executive Engineer could not be satisfactorily inspected by Natives, but if equally efficient men could be obtained locally on less pay, he would have no objection to their being more largely employed. He would, however, always have a proportion from the Engineer branch to prevent friction, and as financial advisers of Government. Promotions should be made from the subordinate grades only of selected men. The Native above referred to was so promoted owing to his

being a specially good Accountant. A man may be a first-class Accountant and yet not fitted to be Deputy Examiner. The witness has no objection whatever to the introduction of competitive examination for admission to the lower grade. In Bengal the system of such an examination has been tried after the men have undergone a period of probation.

MR. R. G. MACDONALD, *Examiner, 2nd class, and Deputy Accountant General*—has had four years' service in the subordinate and nineteen years' service in superior grades and considers that a knowledge of Engineering is an advantage, but is not essential for service in this branch. Sufficient general knowledge of the subject can be acquired without undergoing the professional training of an Engineer. Of the various classes of officers the good men of each class show equal ability. Promotions should be made from the inferior grades in cases of exceptional merit. The witness knows of 20 good men who were so promoted. The men wanted are of the stamp of those entertained by the Bank of Bengal as its Agents. Natives might be more largely employed in the superior grades, and some of the appointments thrown open to competition in India.

MR. E. P. QUINLAN, *Examiner of Accounts, 3rd class, Eastern Bengal State Railway*—considers that there is no reason why the duties of a Deputy Examiner should not be performed by a Native. The class of Native which has hitherto been attracted to the branch does not possess the necessary education to fit them for the headship of an important office. The Head Examiner is intimately connected, both officially and personally, with the heads of other Departments, and takes part in meeting such officers, when questions are discussed which very intimately affect the personnel and staff, and has also the conduct of the important correspondence which goes on between the heads of Departments and Boards of Directors in England. Strength of character and capacity to control men are wanted as well as book-knowledge. The Accountants appointed from the local Parochial Schools, not Colleges, European and Eurasian, have not turned out well. They are generally lazy, useless, and indolent. Natives are preferable to work with. There is a want of energy in Native B.As. employed in the office. Of five, two are doing fairly well, but three have been useless because they would not undergo the labour required of them. There are invidious distinctions in the leave rules between different classes of officers, and the frequent transfers in the branch are a disadvantage.

MR. J. B. BRADDON, *Examiner, 4th class, 2nd grade, Bengal (15½ years' service in the Department, 13 years in superior grades)*—has served in most parts of India—Secunderabad, Kathiawar, Rajputana, Cawnpore, Lahore, Sukkur, Bombay, and Calcutta. For service in superior grades Mr. Braddon considers that besides grasp of details and administrative ability, officers should have previous training in Accounts if possible. The employment of Royal Engineers is not conducive to efficiency as they have had no such training and their tenure of office is understood to be only temporary, but for the higher grades of the Department Europeans are necessary. The disabilities of such Natives as seek admission to the Department are—

(*a*) Want of administrative ability,

(*b*) Caste prejudice,

(*c*) Difficulties which would arise in personal communications with European officers,

(*d*) Lack of confidence in their impartiality on the part of their subordinates.

He can call to mind only one Native in the subordinate grades whom he would consider fitted for the responsibilities and equal to the requirements of the superior grades. There is no reason against the admission of Native gentlemen to the higher grade if they can be induced to enter. Their capacity for Accounts, their steadiness and studiousness, render them particularly fitted for this; what is wanted in addition is integrity, also self-reliance. For the subordinate grades there are advantages and disadvantages attached to the employment of Europeans and Natives, including Eurasians. Europeans have greater stamina and pluck, higher intelligence in general subjects, and greater fitness for control of subordinates, but they require higher pay, better house accommodation, and more furlough. Eurasians can be had on lower pay, are as a rule good at figures and clerical work, and are amenable to discipline. They are, however, of sickly constitution, have little influence over others, and want strength of character. Natives are quick workers, and require lower pay and no furlough, but they are unwilling to be moved about the country, have a tendency to a mechanical way of doing work, and are influenced by race feelings. The distinctions of pay, pension, and furlough between different classes of European officers all doing the same work should be removed. Natives admitted to the superior grades should be satisfied with lower remuneration, less furlough, and smaller pensions than are given to Europeans. The subordinate establishments should be localised if possible.

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LALA RALLA RAM, *Honorary Assistant Examiner, Bengal*—thinks that appointments in the superior Accounts Branch should be thrown open to public competition. The present examination is not open competition and the present mode of recruitment is not satisfactory. Honorary rank is justly suspected of being intended to choke off the demands of the subordinate servants for promotion to the superior grades and to the grade of Engineers. If the subordinates are considered fit for the rank, they should be considered fit for the office.

COLONEL PARRY LAMBERT, R.E., *Examiner of Accounts, Punjab*—thinks that Engineers are very necessary in the Accounts Branch as they know the difficulties there are in making up initial accounts, and for this reason can audit more sensibly, and do not make frivolous objections. Non-professional Deputy Examiners, however, do their work well, and the predecessor of the witness in his present office was not an Engineer. Natives might be made Assistant Examiners and Deputy Examiners, but do not possess sufficient authority to be in charge of a large office or to deal with large bodies of men. There is one Native Accountant in the office at present who would make a very good Deputy Examiner. Employment in the lower classes of the superior grades is very good training for young Royal Engineer officers. They should, however, revert to the Engineering branch and be permanently employed there.

LIEUTENANT HILLIARD, R.E., *Deputy Examiner, Punjab*—has been three years in the Accounts Branch and considers that for service in the branch a good mercantile education is required, certainly not an Engineering one. The duties of the superior and subordinate grades differ in degree rather than in kind. Educated Natives do not come forward for examinations for the superior grades, and present subordinates are not sufficiently educated for the higher grades. In the subordinate grades, Natives are more painstaking in checking minute details than Europeans, and are good mental calculators. Europeans show greater breadth of character. Accountants should be localised.

PANDIT PREM NATH, *a Kashmiri Brahman, educated at Lahore, entered as an Accountant of the lower grade 20 years ago, and is now the only Native of India in the position of an Examiner of Accounts*—thinks that a knowledge of Engineering is not necessary for the work in the superior grades, and that better men would be obtained in the branch if these appointments were thrown open to Natives. A good general education, knowledge of accounts and tact in controlling the work of European officers are the only requisites. Would substitute Persian, Arabic, and Sanskrit for the languages (Latin, French, and German) now entered in the list of subjects for examination.

MR. A. H. TEN BROEKE, *Honorary Assistant Examiner*—thinks that Deputy Examiners should be appointed more frequently from the Accountant's grade, in accordance with Chapter II, paragraph 59, Public Works Department Code.*

* Deputy Examiners will be appointed from—
(1) Executive Engineers.
(2) Assistant Engineers.
(3) Assistant Examiners, 1st grade.
(4) Accountants, 1st grade.

The following opinions respecting the Accounts Branch have been given by witnesses serving in other branches of the Department.

GENERAL BROWNE, *R.E.*—is opposed to the employment of Royal Engineers in the Accounts Branch and considers it disastrous to the efficiency of the army. The military education of officers so employed is wasted and they are spoiled as Engineer soldiers. He would subdivide the branch into two, one in which Engineer officers are not required. This would include military works, where lists of works are carefully estimated for, and all arranged in order of urgency, where what is likely to happen can be foreseen for perhaps three years, and also ordinary civil works. The other would include important works, such as great roads, railways, and canals, in which the assistance of skilled Engineers must be called in to keep the accounts. Unskilled Engineers would make most astounding blunders of all kinds from sheer want of comprehension of ordinary Engineering details. General Browne, in support of this, states that a roadway girder worth about ₹60, lost in a flood, was charged as a whole girder span worth ₹25,000, and was for months gravely debited to a bridge till an Engineer looked at the accounts and detected at a glance a bungle which a whole army of accountants (non-professional) would never have found out.

MR. BUCKLEY, whose evidence also has been given regarding the Engineering Establishment, is opposed to the employment of Royal Engineers in the Accounts Branch, and thinks that though technical experience might have a tendency to be useful there, it is not worth paying for it the price now paid.

COLONEL ROBERT HOME, *Inspector-General of Irrigation*—considers that some general knowledge of Engineering is necessary, but not training as an Engineer. An Examiner absolutely ignorant of Engineering is likely to get into difficulties.

RAO BAHADUR KASHINATH RAM CHANDRA GODHALE, *Executive Engineer, Bombay*—is of

opinion that Native agency should be more largely employed in the branch. No high professional training is necessary, but an Examiner ought to know the nature and value of materials required for works.

MR. PANDURANG RAMCHANDRA DESAI, *Pleader in the District Court at Thana, Bombay*—advocates the employment of Natives who have served in similar branches of other Departments instead of Europeans in the Accounts Branch of the Public Works Department, on the ground of their accuracy and quickness in accounts and of their proved efficiency in this respect.

MR. W. CRISP, *Deputy Examiner, Bombay; nearly 20 years' service*—considers that no Engineering knowledge is required for discharging the duties of the Accounts Branch, and that they could be carried out as well by civilians as by military men who draw higher pay. He would recruit the superior branch by selection with an educational test and would admit also Accountants already in the Department on account of superior merit. He would like a larger admixture of Europeans than there is at present among the Accountants, and would not recruit the latter as is done at present from the clerical establishment. He would have one general list of Accountants for all India to regulate promotion, and brings to notice the disadvantage in the matter of pensions under which the civilian officers of the superior establishment labour as compared with the Engineers who belong to it.

MR. J. O. WREDDEN, *3rd grade Accountant*—complains of a rule lately prescribed by which officers of his grade must pass in certain subjects before promotion, and states that Native Accountants do their work satisfactorily but are slower than Europeans.

COLONEL PENNYCUICK, *Superintending Engineer, Trichinopoly Circle*—would separate the Accounts Branch altogether from the Department, but if the present system is maintained, thinks it almost necessary that the Examiner of Accounts should be an Engineer,—*i.e*, a gentleman possessing technical knowledge and belonging to the same Department as the Engineers whose accounts he is to examine. The Examiners have to deal largely with Engineering matters and to discuss them with Engineers. They should be able to understand the reasons for things.

MR. W. D. CALDER, *Accountant, 1st grade, born and educated in India*—considers that Cooper's Hill men should not be appointed to the branch as no knowledge of Engineering is required. He would abolish nomination and throw appointments open to competition. He objects also to the rule which bars an Accountant promoted from rising to a higher post than that of Examiner, 4th class, 3rd grade, the effect of which is to prevent meritorious Accountants from rising. He would not exclude Royal Engineers altogether as they help to give the Department a tone. As a body, the Accountants are not sufficiently educated for the upper service and very few of them are fitted to be so promoted. It is absolutely necessary that there should be a superior and subordinate establishment. Apprentice Examiners are not necessary.

MR. J. CONQUEST, B.A., *Accountant, 2nd grade*—is of opinion that the appointments ought to be thrown open to competition instead of being given as at present by nomination. The present examination is unfair to Natives as requiring a knowledge of Latin, French, or German; and instead of Hindustani, a candidate should be allowed to select any Indian language; a graduate who has to pass a more severe examination might be exempted. Engineering knowledge is not required, and the appointment of Cooper's Hill men and the higher pay they draw are objectionable as preventing the advancement of qualified Accountants. He objects also to the rules barring the progress of promoted Accountants beyond the general grade of Examiners, and considers that there should be a superior and subordinate establishment, and that as a body the Accountants are not fit for promotion to the superior rank. He would select and also appoint outsiders. He has a general impression that there is a prejudice against promoting Eurasians to the superior grades, but knows of one who applied for a nomination as Apprentice Examiner and got it. Natives are slower than Europeans and Eurasians and require more teaching, but will stick to their work longer. The fifth grade of Accountants, which is peculiar to Madras, is so badly paid—R30 on probation—that it will not attract the best men.

MR. A. MAURIAPA MUDALIYAR, *late temporary Sub-Engineer*—considers that the Accounts Branch should have an Engineer officer at its head as so many matters connected with that profession must be dealt with. He should be able to judge whether the charges on the vouchers are proper.

MR. NARASINGHA RAO, *Accountant, 4th grade, joined the Department as a probationer Accountant of the 5th grade in 1877, but has not yet risen beyond the 4th grade, R80 to 150, as he has not yet passed the examination; has no University degree, only matriculated*—thinks

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that few educated Natives seek admission to the Department as Book-keeping and Mensuration have been added to the subjects for the test examination. Another reason is that graduates in Southern India do not as a rule write a good hand, not having been trained to it in their College course, and fail in the examination or stay away as they have no hope of succeeding. The pay—R30 or R40—is not sufficiently attractive, but there are three B.A.s in the 5th grade at present. This witness complains of the slowness of promotion owing to the proportions of higher appointments being adjusted on a different principle from that of the upper subordinates. And he objects to the practice of transferring Cooper's Hill Engineers from the Executive to the Accounts Branch as prejudicial to the just aspirations of Accountants.

State Railway Revenue Establishment.

The State Railway Revenue Establishment is engaged wholly on open lines of State Railways. The superior and a portion of the subordinate establishment is included, like the rest of the establishments above enumerated except the lower subordinate, in the classified list of the Department, but there is a large staff of subordinate employés numbered by hundreds which finds no place in the classified list. This consists of engine-drivers, mechanics, guards, station-masters, and others. They cannot be classified by grades, and those appointed since September 1881 are non-pensionable. Such of them as have not covenants are liable to dismissal at any time with short notice; their appointments are sanctioned on half-yearly authorization rolls which are submitted by each Railway Administration to the Government of India, or the Local Government.

Superior Revenue Establishment.

The superior establishment comprises the following departments of Railway work :—

The Manager's Department.	The Locomotive.
The Traffic.	The Storekeepers.

The Paymasters.

Appointments to the higher grades of the Manager's Department are generally made from amongst selected members of the Engineer establishment, who have been engaged on Railway work. At the commencement of open-line operations experts in traffic management and locomotive work were introduced in considerable numbers from the guaranteed companies and other sources, and this practice still continues to a certain extent, especially when any of the guaranteed companies, as recently the Sind, Punjab and Delhi Railway, are absorbed into the State system. Many of the men in the Locomotive Department were brought out originally under covenant with the Secretary of State, and are still so brought out inasmuch as qualified Mechanical Engineers are rarely to be found in search of employment in the country. The ordinary sources of supply for this establishment at the present time may, however, be classified as follows :—

(1) Selection from officers of the Engineer and superior Accounts Establishment (chiefly for the higher grades of the Manager's class).

(2) Appointment by the Secretary of State, generally under short covenants, of qualified professional men (this is almost entirely confined to the Locomotive Department).

(3) Nomination by the Government of India of candidates or apprentices in India, who after a period of probation and passing certain tests are eventually appointed to the lower grades. (These appointments are generally in the Traffic Department, but a few have been made in the Locomotive Department.)

(4) Appointments from the two upper classes, G and H, of the subordinate establishment.

Persons appointed in the candidate class of the Traffic Department have to serve on probation for a period which may extend to two years of approved service after attaining the age of 20 years. Before promotion to class IV, they have to pass a professional examination in departmental work, including a knowledge of the Revenue Code and Traffic Manual and in the vernacular by the lower standard. Appointments to the Locomotive Department, as already stated, are generally made from men trained in locomotive workshops in Europe, who are sent out under three years' covenants with the Secretary of State and can extend their service after expiry of their covenants. Candidates who have served 5 years in some locomotive workshop, either in India or England, are also occasionally appointed in India on probation to the lowest class of the State Railway Superior Revenue Establishment. The officers in this branch are graded into one special class, and four others of which the first contains three

grades. The pay of these several grades and classes ranges from ₹250 to ₹2,500. These classes are divided between the Management, the Traffic Department, and the Locomotive Department. Government reserves the right of appointing qualified officers in any class. Promotions are made by the Government of India on the same principles as in other superior establishments.

Including 3 candidates on pay rising from ₹70 to ₹100, there are altogether in this branch 125 officers, of whom 91 are Europeans not domiciled in India, 28 are domiciled Europeans, 5 are Hindus, and 1 is a Native Christian or Parsi. The leave and pension rules of the Uncovenanted Service apply to all pensionable members of the superior State Railway Service who are not Royal Engineers or Chief Engineers.

The subordinate Classified State Railway Establishment comprises—

Inspectors of Maintenance,
Station Masters,
Carriage Inspectors,
Traffic Inspectors,
Sub-Storekeepers,
Assistant Foremen,
Chief Clerks of Locomotive and Traffic,
Paymasters.

Appointments are made to these offices by the Managers of the several Railways, who are responsible that the men are competent, and by them also promotions are made within the limits of the sanctioned scale for each Railway.

Of one hundred and ten classified appointments of this nature with emoluments rising from ₹240 to ₹400,—

33 are held by Europeans not domiciled in India,
74 are held by Europeans so domiciled,
2 are held by Hindus, and
1 is held by a Native of some other religion.

The leave and pension rules applicable to this class also are those of the Uncovenanted Service. Service before the age of 22 does not count for pension.

The technical requirements are thus stated in the Secretariat note :—

"For the Traffic Department a fair knowledge of Accounts and a thorough knowledge of the Traffic accounts of the State Railway Revenue System is necessary; also a thorough practical acquaintance with traffic work. It is considered that any person with a fair general education and of business habits, and with the necessary personal qualifications for enforcing authority, would make, with proper training, a good Traffic officer. For the Locomotive Department the training of a Mechanical Engineer, according to the English system, is essential, and for this reason the Locomotive Department consists almost entirely of men so trained. It is possible for youths of fair education, and with a bent for Mechanical Engineering, to obtain the necessary qualifications in the Government workshops, and the rules are framed to allow of admissions in this manner. The qualifications for the subordinates of the State Railway Revenue Department depend, as in the case of the superior officers, on the branch of the Department to which they belong. For the Engineering Department the qualifications are the same as for the upper subordinates of the Engineer establishment. For the Traffic Department the same qualifications, in somewhat less degree, are necessary as are required for the superior officers. For the Locomotive Department a man must be a practical mechanical artificer, trained either in the Indian workshops or sent out from England."

Major Boughey, *R.E., Manager, Eastern Bengal State Railway*—refers in his evidence to a Resolution (therein quoted) of the Government of India, Public Works Department, of 10th November 1879, directing all State Railway Administrations to keep in sight the importance of a larger infusion of Natives into the higher ranks of the Traffic Department, which it was stated could only be done by inducing young men of fair education and of a class corresponding to that of the Europeans employed in the Department in question to train themselves in the required duties by serving in the lower grades. Active habits and good constitution were said to be as essential for the efficient performance of the duties of a Traffic officer in the higher grades as a knowledge of English and Accounts. Native Traffic officers should also, it was ordered, be of a social status sufficient to command the respect of their subordinates. The Resolution concluded with an intimation that all posts in the Revenue Establishments of State Railways are open to Natives of India, and that the Government of India would be glad to employ those found in every respect suitable for the superior

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grades. With reference to this Circular, Major Boughey says that he does not know of any such men, and has no means of obtaining them except by recommending the promotion of subordinates,—a practice he would resort to rarely and cautiously in the case of either Natives or Europeans. One great difficulty at present in the way of employing Natives in the higher supervision on Railways is the large amount of European labour and subordinate supervision still employed. When this in time is reduced, the higher supervision by Natives may possibly follow. Most of the Europeans employed as Superintendents were taken over from the Company.

MR. P. D. BARCLAY, *Traffic Superintendent, Eastern Bengal State Railway*—has no objection to employ anywhere Natives if qualified, but they are not qualified to have charge of larger stations when they are brought into contact with European subordinates or supervise men of their own race and caste. Bengalis are so much influenced by ties of caste and family that less dependence can be placed on them. Experience shows that Europeans do the work better in larger stations, where self-reliance, experience, sobriety, and freedom from influences of caste and family are required to enable the Station Master to exercise proper control over the staff under him.

MR. S. FINNEY, *C.E., Assistant Manager, Eastern Bengal State Railway*—would employ Natives in the supervision department so far as it is possible to obtain fit men.

MR. A. W. RENDELL, *Locomotive Superintendent, Eastern Bengal State Railway.*—In order to become a thoroughly competent Engineer for the Locomotive Department, where extreme nicety of manipulation is required in dealing with engines, a man should undergo a training in Railway workshops. The witness has met numbers of Native Mechanics, but not a Native Mechanical Engineer. All the officers in his Department in charge of supervisional functions were born and trained in England. The men trained in this country as Mechanical Engineers are fairly efficient, but have not the accuracy and method of a man trained at home, and have not the opportunity for acquiring it as they do not see such good work. Natives turn out very good work under European supervision, but are not as accurate as a European. The furlough rules for the Uncovenanted Service tell very hardly on Europeans, especially those whose avocations expose them to the climate. They prevent men who desire to keep pace with the times in technical knowledge from doing so. A man can visit England only once in ten years, except on sick leave. The Guaranteed Railways allow one year's furlough after seven years' service, and thereafter at shorter intervals at the ratio of two months for every year of service.

Appendix O. 15.

REGISTRATION DEPARTMENT.

MADRAS.

Madras. Registration.

The Registration Department in the Madras Presidency exhibits several features worthy of notice. In the first place, from the creation of the Department in 1865 up to the present day, only one European officer has been appointed to it—Colonel Macdonald, the first Inspector General, who organized it. His successors have all been Natives in the Statutory sense. In the next place it was the policy of the first Inspector General to recruit for the staff only men of education, and at present there are very few officers in the Department who have not passed at least the Matriculation Examination. In the third place more care has been taken in Madras to secure efficiency in the officers by insisting on probation and a sufficient departmental examination; and, in the fourth place, the salaries are relatively lower than those paid in almost any other Department. The sanctioned staff consists of an Inspector General, twenty-two Special Registrars, three hundred and twenty-two Special Sub-Registrars, sixteen *ex-officio* Sub-Registrars and twenty Probationers. The Inspector General receives a salary of R1,500. The present incumbent of the office is a Eurasian, who, before his appointment, had risen to the highest Uncovenanted post in the Secretariat. The salary of the Inspector General is to be reduced to R1,250 on the occasion of the next vacancy.

22 Special Registrars.	1 on	R500	with a commission on fees limited to R100.
	1 on	„ 300	with a commission on fees limited to R50.
	3 on	„ 250	
	4 on	„ 200	
	6 on	„ 175	
	6 on	„ 150	
	1 on	„ 100	
316 Special Sub-Registrars.	10 on	„ 75	
	10 on	„ 60	
	20 on	„ 50	
	20 on	„ 45	
	30 on	„ 40	
	30 on	„ 35	
	196 on	„ 30	

The emoluments of the Special Registrars and the Special Sub-Registrars are shown in the table in the margin, which is extracted from the note of the Departmental member.*

The *ex-officio* Sub-Registrars are remunerated by a commission of 20 per cent. on the fees received by them. At stations where the fees are small a stipend of R7 is allowed in addition. Of the clerks some are paid fixed salaries, but the majority are remunerated by commission. The salaries paid in the districts average from R12 to R30, those paid in the Presidency town from R25 to R50. The commission allowed to clerks in the offices of special Registration officers is fixed at 19 per cent. on collections, and in the offices of *ex-officio* Registration officers at 24 per cent. Payment by commission gives no claim to pension, and, except under special orders, no claim to leave allowances. It appears from a return laid before the Sub-Committee that, excluding the Inspector General, out of 365 officers and probationers now in the Department, only 8 are Eurasians and the rest are Natives of Asiatic parentage; that of the latter 36 are Mahomedans or Moplahs, 18 are Native Christians and 303 are Hindus; and that, of the Hindus, 217 are Brahmans.

In April 1866, the Government of Madras published a rule that, ordinarily, no person should be appointed Special Sub-Registrar of a large town who had not passed the F. A. Examination and undergone a probationary course in the General Registry Office and a departmental examination. The Inspector General, however, issued a notice which went beyond this order, and intimated that no one who was not a Graduate or had passed the F.A. or Matriculation examination would be nominated for appointment to a Sub-Registrarship, when it was determined to appoint a non-official to such an office. This notice attracted the attention of Government and evoked an Order, No. 1794, dated 14th November 1866, in which it was declared that all persons who had passed in English the tests prescribed for certain offices or for a District Court Pleadership, should also be eligible for appointment, and that, in making

* Under the head of Sub-Registrars there is a small discrepancy in the figures which cannot be reconciled.

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nominations, regard was to be had to the previous services and personal character of the candidates as well as to the place occupied by them in the examination list.

It nevertheless appears from the Inspector General's Report of 1883-84 that, out of the then staff of 260 Special Registrars and Sub-Registrars, only five persons had not passed the Matriculation examination; that one was a Master of Arts, three were Bachelors of Law as well as of Arts, 113 were Bachelors of Arts, 102 had passed the First in Arts Examination, and 36 were Matriculates. Of twenty Probationers, at the date of this enquiry, three were B.A.s and 17 F.A.s or Matriculates.

The course of training prescribed for Probationers is as follows:—

The Probationer is required for ten days to peruse the following:—

Act III of 1877.	The Limitation Act.	Such portions only as deal with registration.
Act XII of 1879.	The Court Fees Act.	
Table of Fees.	The Civil Procedure Code.	
The Stamp Act.	The Evidence Act.	
Rules, Circular Orders and Proceedings.	The Transfer of Property Act.	
	The Easement Act.	

The Probationer is ordered to make notes of any doubts or difficulties which occur to him and to produce them when called upon. He is also required to make an alphabetical index to the Rules. He is then sent to a specified Registration office to observe the whole process of registration. He is required to read every document presented for registration during two days and to furnish the Sub-Registrar or Registrar with a memorandum stating whether the document is or is not properly stamped, naming the Article in the Schedule to the Stamp Act under which the duty (if any) is leviable, and adding whether the document is or is not admissible to registration, and, if not, on what grounds. For the next three days he is required to perform the work of the registering clerk, to copy and index every document handed to him, and to make a note of the quantity of work done by him that he may know how much his own clerks should get through.

He is next ordered to devote six days to the examination of the Indexes I and II in the office and to point out any errors or omissions in them. He must afterwards examine some of the Registering officers' returns, and his memorandum of remarks is compared with that prepared by the clerks. He has then to undergo a written and *vivâ voce* examination in the Acts, Rules and Orders above mentioned. For the written examination three papers of questions are set—one on the Registration Act, the Rules framed under it and Departmental Orders; another on the Stamp Act with the Rules and Orders relating to it; and the third on the other Acts above specified. The examination is conducted by the Registrar or Sub-Registrar as the case may be, who values the Probationer's answers and submits them with his opinion to the Inspector General. Finally, the Probationer is required to spend two days in copying, docketing, indexing, directing, &c., letters and noting the modes in which the office records, registers and indexes are arranged. The course of training and the subjects of the examination suggest the technical qualifications which, combined with some knowledge of legal phraseology and of the forms and effect of legal documents, are requisite for efficient service in the Registration Department.

It appears from a return obtained from the Inspector General, that, during a period of three years, from 1882-83 to 1885-86, one Sub-Registrar had charged and misappropriated sums in excess of the legal fees; that another had absconded with some money and the seal of his office; that a third was suspected of having connived at false personation and was degraded to the post of copying clerk; and that the case of a fourth, charged with having altered a deed of gift into a will, was under inquiry. During the same period clerks in the Department were in three instances suspected of having tampered with documents. It appears from another report, that, during the five years ending with 1886-87, 110 prosecutions were instituted by officers of the Department, and 46 by private persons, for offences alleged to have been committed in connection with the registration of documents.

The Government of Madras expresses its opinion that the Department, as it is at present, is exceedingly well organized and is worked with great efficiency and economy.

Only one witness appeared for examination before the Sub-Committee, but the Inspector General produced the written opinions of five Registrars whose attendance could not have been secured without inconvenience.

Mr. Hari Ráo, the Chief Registrar of the city of Madras, stated that he had originally been Headmaster in a vernacular school, but that, having passed the special tests in civil and criminal law prescribed as qualifications for certain posts in the public service, he had obtained an appointment in the Registration Department, in 1866, as Sub-Registrar.

Mr. Hari Rão expressed his opinion that no person should be appointed to any post in the Department, including the Inspector Generalship, unless he is thoroughly acquainted with the vernaculars of the Presidency; and that, consequently, it is expedient to appoint to it only Natives and not Europeans or Eurasians unless they possess this qualification. He deprecated the investment of Registering officers with magisterial or other powers which would interfere with their duties as Registrars, and was of opinion that the registration of fifteen documents daily would occupy the whole time of a Registering officer if the work were properly done. He considered that the regulations for the admission of officers to the Department call for no amendment, except that the time has arrived when only graduates or those who have passed the F.A. examination should be admitted, and that even Mahomedans should be required to pass the Matriculation examination. He, however, advocated an exception to these restrictions in favour of Head Clerks in Registrars' offices who have for five years rendered satisfactory service. He considered that every officer appointed to the Department should undertake to remain in it for five years; that no Probationer should be appointed permanently to a Sub-Registrar's post until after an actual service of about six months; that no Sub-Registrar should be appointed to a Registrarship even temporarily until he has served for five years as a Registering officer; that the Inspector General's appointment should be conferred on a Registrar; that the remuneration of Registering officers should not be less than it is at present, and that it should be received partly in the form of salary and partly by a commission on the fees realized. He, however, recommended that fixed salaries should be paid to clerks in Registration offices in order that they might obtain the same privileges in respect of leave allowances and pension as are conceded to clerks in other Departments; and he expressed his conviction that in no other manner could corruption be eliminated from the Department.

Mr. R. Subramanyam Aiyar, the Registrar of Tinnevelly, called attention to the success achieved by the Department which is almost purely manned by Native officers of whom no less than 259 are either Graduates or Matriculates. He complained that the expectations raised on the re-organization in 1882 have hardly been realized, and that several of the Registrars enjoy emoluments not larger than they received when they entered the Department as Sub-Registrars and were allowed commission without limit; and he mentioned that other Registrars who entered the Department when the commission was limited to ₹300 are in much the same position. He stated that owing to the limitation of the emoluments of the 1st Grade of Sub-Registrars to ₹125 and the slowness of promotion in consequence of the paucity of appointments in the higher grades which deprives the Sub-Registrars of any hope of promotion beyond the 1st grade of their class, discontent prevails in this Department.

He recommended that admission to the Department should be restricted to persons who have at least passed the Matriculation examination; that promotions should, as heretofore, be regulated by seniority, some consideration being shown also to merit; and that officers should ordinarily not be transferred out of their districts so that they may acquire a knowledge of the people and may be saved the expense attendant on a change of residence. He advocated the following measures to improve the prospects of the officers of the Department :—

(1) That they should be remunerated wholly by salaries and not in part by a commission, from which they derive no benefit if they take leave, and which is left out of account in computing pensions; (2) that the number of appointments of Registrars and of Sub-Registrars in the higher grades should be increased; (3) that service in the Department prior to 1875 should be allowed to count for pension, and that special pensions should be offered to induce the senior men to retire; (4) that the Presidency should be divided into six divisions, and Inspectors appointed—a reform which would secure that the offices now inspected by the Inspector General and the Registrar would come more frequently under inspection; (5) that the officers of the Department should receive promotion by appointment to posts in other Departments, such as Tahsildárships, Deputy Collectorships and Sub-Judgeships; and that lists of deserving and duly qualified officers of the Department should be forwarded by Government to Revenue and Judicial authorities with instructions to appoint them to their respective Departments when vacancies occur.

Mr. M. Ramaswami Aiyar, Registrar of Madura, made the following recommendations:—

(1) That the number of appointments in the superior grades of the Sub-Registrar class should be increased; (2) that service as Sub-Registrar in any grade for ten years should entitle an officer to promotion to the next higher grade notwithstanding there might be no vacancy in that grade; (3) that, subject to any examination which might be prescribed, service as a District Registrar should be considered as qualifying for the posts of Munsif, Sub-Judge, Tahsildár and Deputy Collector;

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and (4) that subject to the same conditions, service as a Sub-Registrar should be considered as qualifying for the post of Munsif, Tahsildár and Sub-Magistrate.

Mr. A. Subbarama Aiyar, Registrar of Nellore, observed that as all the offices in the Department are now filled by Natives of India, there could be no complaint on that score. He urged that the office of Inspector General should be held in future, as it is now, by a Native of India who should possess a thorough knowledge of all the vernaculars of the Presidency. He observed that, so far as regarded Registrars, the present system of classifying the officers in grades, of making their salaries personal, and of awarding promotion according to seniority, gives universal satisfaction; but he recommended that payment by commission should be altogether abolished, and that the scale of graded salaries shown in the margin should be introduced; that the recruitment of Registrars should be made by the promotion of a Sub-Registrar of the 1st grade of proved merit and high character to the lowest grade of Registrar; that service as Registrar should be regarded as qualifying for appointment to the posts of District Munsif and Deputy Collector, provided the candidate had passed the prescribed tests; and that the posts of Registrar should be reserved for Natives and Eurasians who had passed an examination in the vernaculars of the district.

No. in grade.	Grade.	Salary. R
1	1st	500
2	2nd	350
3	3rd	300
4	4th	250
5	5th	200
6	6th	175
1	7th	125

With regard to Sub-Registrars, he recommended that fixed salaries should be substituted for part payment by commission, and that the numbers of posts in the higher grades should be increased as shown in the margin. He suggested that in every Registration district, except the city of Madras and the Nilgiris, there should be one Sub-Registrar of each grade from the 7th to the 3rd, so that in the event of a vacancy in any grade of that class a Sub-Registrar of the next lower grade in the district might be appointed to it. In order to retain Graduates in the Department, he considered it desirable that the salaries of Sub-Registrars should be local and not personal, so that highly educated men might not be disappointed by the slowness of promotion. He would admit no one to the Department who had not passed the F.A. Examination, taking up as his optional language the vernacular of the district in which he sought employment, or who had not passed the translation test in that vernacular and the Registration test; and he was of opinion that no concession should be made as regards examinations and a knowledge of the vernacular whether in the case of a Mahomedan, a domiciled European or a Eurasian. He would allow no Sub-Registrar to exercise the powers of a Munsif or Magistrate or a Deputy Collector unless he had passed the tests prescribed for such offices, and he would suffer no officer to employ himself in Magisterial work during the hours prescribed for his proper duties of registration.

No. in grade.	Grade.	Salary. R
20	1st	100
20	2nd	75
30	3rd	60
30	4th	50
40	5th	45
40	6th	40
50	7th	35
90	8th	30

Pointing out that the advantages of registration depended much on the honesty and accuracy of the clerks who prepare the record, he strongly deprecated the payment of the clerical staff by fees and advocated their entertainment on fixed salaries which would entitle them to leave, acting allowances and pensions. He proposed that clerks of the 1st and 2nd grade should be eligible for promotion to Sub-Registrarships if they passed the prescribed examinations, and that preference should be given to them over probationary Sub-Registrars.

Mr. A. Peryaswami Mudaliyar, Registrar of Coimbatore, approved of the existing rules for recruiting the Department, but complained of the want of encouragement for men after they had entered the Department; and, to remove this, he proposed that Government should occasionally select officers of the Department for appointment to Deputy Collectorships as it did officers of the Police and Accounts Departments. He also urged that, inasmuch as officers in the Department are now all men of good education, service for a certain period as Registration officers should entitle such of the officers as had passed the prescribed tests to the appointments of District Munsif, Sub-Magistrate and Táluka Sheristadárs. He contrasted the position of clerks in the Department of whom the highest paid receive only R30 a month, while others receive only commission, with that of the clerical staff in other Departments, and insisted that their emoluments should be increased out of the surplus revenue earned by the Department.

Mr. A. S. Venkata Rao, Registrar of South Kánara, stated that he had entered the public service as an Auditor in the office of the Board of Revenue in 1871, and in 1873 had been transferred to the Revenue Department, and that for upwards of eight years he had held the appointment of Registrar. He pointed out that from the creation of the Department in 1865

it has been the policy of Government to recruit its officers from the educated classes; and he argued that the success which had been attained by it afforded a good practical illustration that high educational qualifications constituted the best guarantee for the moral and general efficiency of service. He approved of the rules which prescribe a period of probation and require officers appointed to the Department to pass an examination in subjects which bear upon their duties. He admitted that some of the less educated men had failed to show themselves efficient, and, although he maintained that some instances of failure were inevitable, he recommended that in the future no one should be appointed who had not passed the F.A. Examination. He stated that men are at first attracted to the Department by the emoluments and by reason of the leisure it affords, but that in time they became discontented by reason of the monotony of their occupation and the slowness of promotion. To remove the former cause of discontent he recommended that efficient and duly qualified officers should be invested with powers to try civil suits up to the value of, say, ₹100 and criminal cases cognizable by a Magistrate of the third class; that they should receive these cases by transfer from the files of the District Munsif and Táluka Sub-Magistrate, the number of the cases being limited, so that their disposal would occasion no interruption of the legitimate work of the office. By this means, he contended, the files of officers now overworked would be lightened, the public would be benefited by the prompt disposal of their cases, and Registration officers would be trained for appointments in the Judicial Service. To relieve the block in promotion, he recommended that the Revenue and Judicial Departments should be authorized and required to bestow yearly a small number of appointments on Registrars or Sub-Registrars who had served for a certain number of years, and he stated that he looked to these measures to stimulate emulation, and improve the tone and increase the efficiency of the Department.

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Mr. Venkata Rao attributed the preponderance of the Brahman element to the circumstance that the staff had been so largely recruited from University men. He mentioned that their ignorance of the vernaculars stands in the way of the employment of Mahomedans and Eurasians, and that the former owe their failure to find employment also to their tardiness in taking advantage of the educational advantages offered; and he asserted that no evil had resulted from the preponderance of Brahmans, and that it affords no reasonable ground of complaint to other classes of the community as it had not been secured unfairly.

He advocated the abolition of the system of payment by commission at least in the case of Registrars, a revision of the scale of pay and grades, a provision for more frequent inspection, the division of some of the larger charges into two Registration Districts and the improvement of the pay of the clerical staff.

Mr. Sundara Ramaiya, Registrar of Kistna, observed that the question as to the efficiency of Native agency could receive but one answer so far as the Registration Department is concerned, for with the single exception of one Inspector General, Colonel Macdonald, it had been fully manned by Natives (whether Asiatic or Statutory) from the time of its creation, and its efficiency had been universally admitted; that as there is no clashing of Native and foreign interests, no feeling of irritation and discontent existed on that score; and that the only grievance that can be urged is the slowness of promotion, which has arisen from natural causes and cannot be at once remedied.

He allowed that the rare occurrence of vacancies in consequence of the majority of the officers being young men is prejudicial to the efficiency of the Department as many of the best Sub-Registrars are leaving it, and he mentioned that to his knowledge four young men, of whom three were Graduates, had left it within the last four or five years, two for the Revenue service and two for the Bar.

Bombay.

Bombay. Registration.

The Inspector General of Registration in the Bombay Presidency has also the superintendence of the Stamp Department and of Jails. The pay of the combined appointment is ₹2,000, and the present incumbent is a European.

The Head Assistant to the Inspector General receives a salary of ₹150, and the Accountant ₹100. These officers are Hindus.

There are twenty *ex-officio* Registrars, of whom eighteen are the Collectors of Districts, one is the Assistant Political Agent at Aden, and another the Cantonment Magistrate at Deesa.

The only paid Registrar is the Registrar of Bombay, a Hindu, who receives a salary of ₹350.

There are three Inspectors of Registration and Stamps, of whom one, a Eurasian, receives a salary of ₹250, another, a Parsi, a salary of ₹175, and the third, also a Parsi, a salary of

Bombay. Registration.

₹150. There are four District Inspectors of Village Registration, all Hindus, of whom three receive salaries of ₹100 each and the fourth a salary of ₹80. Sub-Registrars receive salaries of from ₹12 to ₹75, and in one instance ₹100 together with a commission of 20 per cent. on fees realized.

The emoluments of twenty-one Sub-Registrars from these sources amount to ₹100 and upwards. With one exception, a Parsi, these officers are all Hindus. Inspectors are appointed by Government on the recommendation of the Inspector General. They are selected either from the Sub-Registrars or from clerks in the office of the Inspector General. Inspectors of Village Registries are appointed by the Inspector General by selection from Sub-Registrars or clerks of Registrars.

The Registrar of Bombay is appointed by Government on the recommendation of the Inspector General. Sub-Registrars are appointed on the nomination of the Inspector General and of the Registrar of the District alternately, *i.e.*, every second nomination in a district falls to the Registrar and every other to the Inspector General. Sub-Registrars are selected as far as possible either from Village Registrars under the Dekkan Relief Act, or from clerks in the offices of Sub-Registrars. No person is eligible for appointment as Head Clerk in a Registrar's office or as Sub-Registrar who has not passed the sixth vernacular standard, except in the case of clerks appointed for long and exceptionally meritorious services.

The Departmental member considers that a knowledge of Registration work and of the Stamp Act, close application and methodical habits of business are, in addition to probity, the qualifications—technical, professional and personal—required of officers in the Department. He states that all classes of the community seek employment in the Department, though the majority of the applicants are Brahmans. For experience and brain-power he would arrange the classes in the following order:—

1. Hindus.
2. Parsis.
3. Eurasians.
4. Native Christians.
5. Mahomedans.

In the ten years ending with 1886-87, 177 persons were prosecuted for offences against the Registration Law, of whom 70 were acquitted and 97 were convicted; 6 persons had absconded before they were arrested, and the cases against 2 were abandoned and against 2 were pending.

Mr. Atmaram Trimbak, Registrar of Bombay, stated that he had held the office of Head Assistant to the Inspector General for nearly twenty-four years; that the Registration Department of the Bombay Presidency is principally officered by Natives; that Sub-Registrars enter the service on ₹12 a month and rise to salaries of ₹75 and 20 per cent. commission; that they are prohibited from undertaking other duties; and that they were formerly permitted to hold licenses to sell stamps, but that very few availed themselves of that privilege. He further stated that first appointments are not obtained by competitive examination; that Sub-Registrars are on first appointment submitted to a probation of one year, in the course of which they are required to pass a departmental examination; that some of the men who enter the Department are fairly educated; that formerly registration was conducted in the Bombay Presidency by Subordinate Judges, the Assistant Judges inspecting; but that this system was abandoned because the Assistant Judges had not leisure to travel round the districts on inspection work. He further stated that the Inspectors are required not only to inspect the work of Sub-Registrars once a year, but they have also to examine stamp accounts at Treasury Sub-depôts and Court-fee stamps in Subordinate Judges' offices. He accounted for the fact that so few Mahomedans are found in the registration offices in Bombay proper, by the paucity of applicants; and he stated that, in order to get a representation of all classes, preference was given to educated Mahomedans. He further stated that there is only one Eurasian in the Department and not more than three or four Parsis, as Parsis object to take the lower appointments.

Khán Sáheb Ratanji Shapurji Chotya, Inspector of the Gujarát Circle, stated that he entered the Department in 1874 as Sub-Registrar on a salary of ₹75 with commission to about the same amount; that out of some 33 or 34 offices in his circle he inspected on an average 26 in a year; and that it took him from three or four to fifteen days to examine an office, according to the amount of work. He stated that he considered Parsis were fairly represented in the Department in proportion to their numbers, and that the salary of ₹12 on which officers are expected to commence their service is not attractive to them. He expressed his desire to see well-educated outsiders now and then brought into the Department on salaries of ₹50 or ₹60. He thought it fortunate that officers who were brought in on initial salaries of ₹12 a month had very simple kinds of deeds to deal with. He suggested that Collectors should no longer be burdened with the duties of Registrars as they have no leisure to devote to them, and

that the functions of Registrars should be delegated to other officers; and he expressed his belief that they could best be entrusted to the Divisional Inspector, each Inspector being invested with the powers of a Registrar in the several districts comprised within his charge; but inasmuch as the Inspectors would necessarily be on tour during the greater part of the year, he proposed that the power of hearing appeals from orders of refusal made by Sub-Registrars should be given to the Subordinate Judges. He pointed out that the post of Inspector General was not one of the scheduled appointments; that it had been held by an Uncovenanted officer for more than 15 years; that in all probability it would hereafter be conferred on another Uncovenanted officer, either a European or a Native; and he argued that it appeared to many anomalous that the highest Executive officer in a district should be subordinate to an Uncovenanted officer, either a Native or European, and that such an arrangement might lead to friction. For this reason he considered it unlikely that a Native would be appointed to the Inspector Generalship. On the other hand, he asserted that Inspectors were in complete touch with the subordinate officers of the Department and were thoroughly acquainted with the minutest details of their duties, and he expressed his belief that the appointment of Inspectors as Registrars would improve the *status* of the Inspectors. He advocated the appointment of a Native possessing the requisite qualifications to the office of Inspector General. He expressed his conviction that Natives of education and high moral character would be found free from local prejudices and fair in the distribution of patronage. He stated that from his own experience Natives are able to travel the distances which it is necessary for an Inspector General to accomplish when on tour. Inasmuch as, with the exception of the present head of the Department, all the officers employed in it are Natives, he thought it unnecessary to discuss the comparative merits of Natives and Europeans for employment in the Department; but he suggested that if Europeans were appointed in the subordinate ranks of the Department, they should be required to possess a thorough knowledge of the vernaculars of the districts to which they might be appointed. He recommended that the salaries of Sub-Registrars and Inspectors should be so arranged as to induce competent Sub-Registrars to accept the post of Inspector, and that the pay of Inspectors should be so graded as to induce a senior officer to aspire to the highest posts in the Department. He considered that the limit of age and other qualifications required of a candidate at the time of his appointment to the Department should be the same as for candidates seeking employment in other Departments; that the clerks of Sub-Registrars should be paid by Government and not out of the percentage allowance of the Sub-Registrars; and that when such clerks are promoted to be Sub-Registrars, the usual medical certificate as well as the limit of age should in their case be dispensed with.

Bombay.
Registration.

He regarded it as expedient that Sub-Registrars should be transferred from one post to another after a certain term, say five years, and, in like manner, that clerks employed by them should not be allowed to remain at the same place for more than a prescribed term.

Inasmuch as promotion in the Department is extremely slow, he urged that a system of personal allowances should be introduced until a new organization is effected, and that deserving officers of the Registration Department should obtain promotion in other Departments where technical knowledge is not necessary, when such transfers could be effected without injury to persons already employed in those Departments.

Mr. Ratiram Motiram, Sub-Registrar of Surat, stated that he entered the Department in 1871 as Head Clerk to the Registrar of Broach on a salary of R50, and was now receiving R75 besides 20 per cent. commission on collections. He considered that the present system of recruiting the Department works very well, and that promotions are made according to seniority and merit. He thought it undesirable to bring in men in a higher grade than they now enter the Department, or on higher initial pay; but that, in comparison with the responsibility of their duties, Sub-Registrars are insufficiently paid.

Mr. H. A. Luxa, the Senior Inspector of Registration and Stamps, considered the present organization of the Department satisfactory, with the exception that the salaries of the 4th and 5th grade Sub-Registrars are inadequate. He expressed his belief that the officers are as a class sufficiently competent, but stated that they are discontented with their salaries.

SIND.

The supervision of Registration in Sind is committed to the First Assistant Commissioner as Branch Inspector General, of whose salary (R1,200) R200 are debited to Registration. The present incumbent is a European. It is intended to abolish the appointment of Branch Inspector General and to transfer the duties to the Inspector General of Registration for the Presidency of Bombay.

Sind.
Registration.

The Registrars, who are all *ex-officio*, are the three Collectors of the Sind Districts and the Deputy Commissioners of the Upper Sind Frontier and of Thar and Parkar.

Sind.
Registration.

There is an Inspector, a Mahomedan, on ₹150.

The Deputy Collector of Karáçhi is a Sub-Registrar *ex-officio*. He receives no remuneration for registration work. Fifteen other officers are *ex-officio* Sub-Registrars and receive 50 per cent. of the receipts. There are 30 Special Sub-Registrars. Those of Hyderabad and Shikarpur receive salaries of ₹50 each in addition to commission at the rate of 20 per cent. on fees realized; their average emoluments are about ₹120. The other Special Sub-Registrars receive only commission and in no case do the average emoluments amount to ₹100. Among the Special Sub-Registrars Mahomedans preponderate.

The Branch Inspector General explains that, when the Department was first created, appointments were sought for only by Mahomedans because in the time of the Mirs registration was carried on by the Kázis, but that now Hindus and Mahomedans are equally desirous of employment as Registering officers, and that there is in his judgment no marked difference in their capacity for the duties.

Bengal.

Bengal.
Registration.

The staff of the Registration Department of Bengal consists of an Inspector General, two Inspectors, one Registrar (for the town of Calcutta), twenty-two Special Sub-Registrars and two hundred and forty-one Rural Sub-Registrars. There are also twenty-six officers belonging generally to the Subordinate Executive Service who are *ex-officio* Sub-Registrars.

The Inspector General receives a salary of ₹1,500 rising to ₹1,800, which, on the recommendation of the Finance Committee, is hereafter to be fixed at ₹1,500 without increment. Hitherto the appointment has always been held by a member of the Covenanted Civil Service. The Inspector General considers that inasmuch as the incumbent is, as far as registration is concerned, superior to District Officers, the post should be reserved for members of the Covenanted Civil Service in future. The Lieutenant-Governor expresses himself as not sure that it is indispensable that the Inspector General of Registration should be a member of the Covenanted Civil Service. His Honour is of opinion that the question of giving the appointment hereafter to a selected Uncovenanted officer on a salary of ₹1,000 seems to deserve consideration, and that there being a paucity of men in the regular staff of Civilians in Bengal, the policy of Government should be to confine them more and more to appointments for which their services are absolutely necessary.

The Inspectors have hitherto received salaries of ₹1,000 and ₹700 respectively, and up to 1873 were generally Covenanted Civilians. Since that date one of the incumbents has been an Uncovenanted officer, and both the present incumbents are members of the Uncovenanted Service, the senior officer being a Hindu and the junior a European. The salaries, on the recommendation of the Finance Committee, are to be reduced to ₹700 and ₹500 respectively; but as regards the present holders of the appointments it has been decided to allow them to draw ₹800 and ₹600 per mensem respectively.

The Registrar who is stationed at Calcutta receives a salary of ₹600, but the next incumbent will receive ₹400 only. The office is at present held by a Hindu.

Of the Special Sub-Registrars, one, the survivor of a grade of officers originally established in 1866, receives ₹200 a month. The present incumbent is a Native Christian.

Nine Special Sub-Registrars receive a salary of ₹100, and an average commission of ₹115 monthly. Of these, six are Hindus, two are Mahomedans, and one is a Native Christian.

Twelve Special Sub-Registrars receive salaries of ₹75 with an average commission of ₹112 monthly. Of these five are Hindus and seven Mahomedans.

Of the two hundred and forty-one Rural Sub-Registrars paid by commission contingent on the number of deeds registered by them in each month, which ranges from ₹40 to ₹150, one hundred and forty-four are Hindus, ninety-six are Mahomedans, and one is a Eurasian.

The duties of the Inspector General are to supervise the Department, to correspond with all District Officers who are *ex-officio* Registrars, and, if possible, to inspect every sadar office yearly. He is also the senior Marriage Registrar of Calcutta; has charge of Book Registration and Census work; supervises the registration of Mahomedan marriages and divorces, and is about to be placed in charge of the registration of births and deaths throughout the country. The Lieutenant-Governor, however, observes that the last-mentioned duty has reference to voluntary registration under Act VI of 1886, and that the increase of work caused by it will be very slight.

The duty of the Inspectors, as their title implies, is to inspect the various Registration offices throughout the Province in the course of the year, and by the rules of the Department they are required to spend three hundred days in each year on tour.

The Magistrate of the District as *ex-officio* Registrar inspects the offices in his district.

The Special Sub-Registrars are appointed to the head-quarters of districts where the Registration work is very heavy or the number of subordinate officers to be supervised is large. In other districts one of the district staff is entrusted with the duties of special Sub-Registrar, receiving a small commission in addition to his ordinary salary.

The Special Sub-Registrar, or the *ex-officio* Sub-Registrar, besides carrying on his own work as Registering officer at the Sadar Station, has also to visit and inspect every rural office in the district; those in the sadar sub-division once every quarter, and those in other sub-divisions once every half-year.

The Inspector General and the Inspectors are appointed by the Lieutenant-Governor, as are also the Registrar of Calcutta and all Special Sub-Registrars, but generally upon the nomination of the Inspector General, and always after consultation with him.

Rural Sub-Registrars are usually appointed on the nomination of the District Officer; but if the selection is thought unsuitable or there is no local candidate, the appointment is made by the Lieutenant-Governor on the nomination of the Inspector General.

The service of the Rural Sub-Registrars does not entitle them to pension or furlough, though they may be granted leave without pay. The ordinary pension and leave rules of the Covenanted or Uncovenanted Services are enjoyed by the other officers of the Department.

The qualifications of Rural Sub-Registrars are, in the Inspector General's opinion, honesty, respectable social position, intelligence and fair business capacity. A knowledge of English is insisted on only in the case of officers who hold the larger and more important offices, and, as a matter of fact, about one-third of the Rural Sub-Registrars do not know enough English to enable them to carry on their duties in that language. A knowledge of the Registration and Stamp Acts is also necessary to enable them to discharge their functions.

For Special Sub-Registrars the same qualifications are required in a higher degree, as also for the Inspectors, who must, besides, possess good physique, energy and activity.

The Inspector General reports that so arduous are the duties of these officers in Bengal that in a period of ten years two European Inspecting officers have been invalided, two Natives have resigned their appointments from ill-health, and a third is now going on sick leave; and he proposes that these officers should not retain their appointments for more than two or three years. Sir Steuart Bayley considers that three years' incumbency would be quite long enough, as their work is very harassing and monotonous and necessitates incessant travelling. The Inspectors interchange their divisions of the Province annually. The Inspector General is of opinion, and the Lieutenant-Governor approves his view, that one Inspector should always be a European and the other a Native.

The Inspector General reports that the Rural Sub-Registrars are appointed principally from two classes of the community, namely, the local gentry and the clerical classes. When the Department commenced its operations at small rural centres it was proposed that the services of local country gentlemen should be enlisted; but it was found that men of this class were not everywhere available, and, if available, were not always sufficiently intelligent or sufficiently familiar with the conduct of business to make good Rural Sub-Registrars. Consequently, a large number of these officers were recruited from the Amlah of the District offices, who have usually proved efficient Sub-Registrars. In addition to members of these classes other persons have been appointed for special reasons at the instance of the Government, the Inspector General, and of District Officers, and of these many are not inefficient officers.

Although the number of cases of fraud brought to light are not numerous as compared with the total number of deeds registered, a considerable increase is shown in the number detected in the last of the three years for which a return has been furnished to the Sub-Committee. This may be due to greater care in reporting; but, if unexplained, it cannot be regarded as satisfactory.

The Inspector General shows that the Mahomedans have, relatively to their numbers, a larger share of the appointments in this Department than the Hindus. He mentions that two or three years ago the Lieutenant-Governor passed an order that in each Sub-district the Sub-Registrars should be of same religion as the majority of population; but that great difficulty has been found in carrying out this order, because the districts where Mahomedans predominate numerically are those where they are least educated, and where good Hindu candidates are most easily available; and because, on the other hand, in Behar, where there is no lack of respectable and educated Mahomedan candidates, the mass of the population is so largely Hindu that if the rule were adhered to, Mahomedan candidates could not be employed.

Babu Hari Chaitanya Ghose, Officiating First Inspector of Registration, was examined by the Sub-Committee. He stated that in his opinion registration is efficiently carried out in accordance with law in the Province of Bengal, and that the officers engaged by the

Bengal.
Registration.

Department are, as a rule, trustworthy. He observed that the inspections are so frequent that an inefficient or negligent officer is soon detected; that the selections of Sub-Registrars are made with great care, and that both the class of landed gentry and the clerical class discharged their duties with equal efficiency, while Mahomedans, being picked men, are not inferior to the Hindu officers in the Department. He saw no reason for making any race distinction in the selection of officers for the Inspectorships. He stated that he had not considered whether the Inspector Generalship might be held by a Native; but inasmuch as a great deal of patronage attached to the office, the motives of the incumbent in exercising it would be less exposed to suspicion if the officer is a European.

Mr. Henry Blunt Beames, Officiating Second Inspector of Registration, gave evidence to much the same effect.

The average net surplus of the Registration Department in Bengal in the years 1883-84, 1884-85 and 1885-86 was ₹4,41,581; but the figures furnished to the Sub-Committee do not show whether any deduction has been made for the rent of offices and the pensions and furlough allowances of such officers as are entitled to draw them.

North-Western Provinces and Oudh.

North-Western Provinces and Oudh.
Registration.

The Inspector General of Registration for the North-West Provinces and Oudh is also Commissioner of Excise and Stamps and Registrar of Joint Stock Companies. The salary of the appointment is ₹2,250, and it is held by a member of the Covenanted Civil Service. All Civil and Sessions Judges in the North-West Provinces are *ex-officio* District Registrars, as are also the Commissioner of Kumaon, all Deputy Commissioners in the Jhánsi Division, the Superintendent of the Tarai, the Subordinate Judge of Dehra Dun, and the Deputy Superintendent of the Family Domains of the Mahárája of Benares. These officers receive no remuneration from the Registration Department.

There are four District Registrars in Oudh, one for each of the Lucknow, Fyzabad, Sitapur and Rae Bareli Divisions respectively. The District Registrar of the Lucknow Division receives a salary of ₹100 plus 50 per cent. on the fees received monthly. The average of his monthly emoluments is estimated at ₹490. The appointment is at present held by Mr. Lincoln, a domiciled European, a pensioned District Judge. The Registrar of the Fyzabad Division receives a monthly salary of ₹75 plus 50 per cent. of the monthly receipts. His average monthly emoluments are estimated at ₹188. The office is at present held by Mr. H. Kavanagh, a domiciled European, but during his absence on deputation Munshi Mauj Husain is acting in it. The District Registrar of the Sitapur Division receives a monthly salary of ₹30 plus 50 per cent. of the monthly receipts. The average monthly income from these sources is estimated at ₹128. The District Registrar of the Rae Bareli Division receives a salary of ₹30 plus 50 per cent. of the monthly receipts. The average monthly income from these sources is estimated at ₹105. The appointments at Sitapur and Rae Bareli are held by Mahomedans. It should be stated that the salaries allowed to Registration officers, in addition to fees, are intended to cover all costs of office establishment and contingencies except postage and travelling allowance. With the exception of the Tahsildárs of Almorah in Kumaon, Srínagar in Garhwal, Káshipur in the Tarai, Anupshahr in Bulandshahr, and Bisalpur in Pilibhit, all Tahsildárs in the North-West Provinces are *ex-officio* Sub-Registrars. The remuneration of these officers for registration work depends on the number of documents annually registered in their respective offices. In an office where 2,000 documents are annually registered, and the fees annually amount to ₹2,000, the Sub-Registrar receives a registration allowance of ₹50 a month; where the number falls between 2,000 and 1,000, ₹25 a month; where the number falls below 1,000 but is above or nearly equal to 200 per annum, ₹15 a month; and at offices where less than 200 deeds are registered, ₹10 a month.

Under an order of the Government of the North-West Provinces, dated 8th October 1885, Sub-Registrarships are being gradually conferred on persons who have at the time no other employment in Government service and who are selected, if possible, from among retired Tahsildárs, Náib Tahsildárs or other pensioned officials. These Sub-Registrars on appointment are to be exempt from the rule directing retirement at 55 years of age, and are to receive a salary of ₹30 and 15 per cent. of the registration fees.

The Assistant Commissioner of Naini Tál, the Sadar Amins of Almorah (in Kumaun) and Srínagar (in Garhwal), the Peshkar of Káshipur (in the Tarai), the Tahsildárs of Chakia and Gangapur (in the Family Domains of the Maharaja of Benares) and the Sazawal of Dudhi (in Mirzapur) are also *ex-officio* Sub-Registrars. Of these officers some receive only a small monthly allowance, others a percentage on the monthly receipts. The Cantonment Magistrates of Agra,

Allahabad, Bareilly, Benares, Cawnpore, Chakrata, Jhánsi, Lucknow, Meerut, Ranikhet and Rurki are *ex-officio* Sub-Registrars within the limits of their respective cantonments. There are ten Special Sub-Registrars in the North-West Provinces who are stationed respectively at Allahabad, Benares, Mirzapur, Bhadohi, Agra, Muttra, Brindaban, Bareilly, Bisalpur and Pilibhit. The Special Sub-Registrar at Benares is a domiciled European, the Special Sub-Registrar at Allahabad is a Eurasian; both of these officers receive a salary of ₹100 plus 20 per cent. of the monthly receipts, which are estimated to amount in the case of the former appointment to ₹225 and in the case of the latter to ₹164. Of the other Special Sub-Registrars one is a Hindu and seven are Mahomedans. The Special Sub-Registrars at Bareilly and Pilibhit receive a monthly salary of ₹50 only, the Special Sub-Registrar at Bhadohi receives ₹30 plus 20 per cent. on the monthly receipts, and the other Special Sub-Registrars ₹20 plus the same percentage on the monthly receipts.

North-Western Provinces and Oudh. — Registration.

In Oudh there are 120 Sub-Registrars who have no other duties and who receive 50 per cent. of the monthly fees.

Exclusive of the Inspector General and the officers on whom registration duties devolve *ex-officio*, the appointments in this Department are held by domiciled Europeans, Eurasians, and Natives, and mainly by the last mentioned. With the exception of the Inspector General only six officers—the Registrars of Lucknow, Fyzabad, Sitapur and Rae Bareli, and the Special Sub-Registrars of Benares and Allahabad—receive emoluments amounting to ₹100. The Special Sub-Registrars in the North-West Provinces are nominated by the Inspector General, and the Sub-Registrars in Oudh by the Deputy Commissioners.

Officers in the Registration Department who have no other duties are entitled to furlough under the rules applicable to the Uncovenanted Service, and, where they receive salaries, are also entitled to pension, but where they are paid by fees alone they receive no pension. The Departmental member considers that the technical requirements of the Department consist of a familiar knowledge of the provisions of the Registration Act and of the rules framed by Government under that Act, a knowledge of the Stamp Acts and some acquaintance with the phraseology used in legal documents. He observes that these are the only technical qualifications that are found necessary for practical purposes in the case of Sub-Registrars; for, although questions requiring no small legal knowledge frequently arise, they are usually referred to the Registrars, and, if necessary, to the Inspector General. But he regards unswerving integrity as the most indispensable requisite for Registration officers of all grades.

Candidates for employment in the Registration Department belong to the same classes of the community as seek Government service in other Departments: both Hindus and Mahomedans apply for the post of Sub-Registrars, and, among the latter, especially Kazis, the hereditary Registrars under the Mahomedan rule.

The Departmental member considers that there is no marked difference between the capacities of the members of different classes as Registration officials: honesty, industry and commonsense, the attributes most required being, he observes, not confined to any class of the community in particular. But he is of opinion that the Registration Department is not one in which it would be desirable that appointments of untried men should be made by competition; and he considers that men of proved merit and fitness should be selected for these posts, and that they may be efficiently filled by pensioned officers, such as Tahsildárs and others, who have had a practical experience of registration and similar work.

No witnesses were produced or presented themselves for examination at the inquiry into this Department in the North-West Provinces.

Punjab.

The Inspector General of Registration in the Punjab, who also holds the appointment of Superintendent of Stamps, receives a combined salary of ₹1,200 rising to ₹1,500, of which three-fifths are charged to the Registration and two-fifths to the Stamp Department. The office is at present held by a domiciled European, an Uncovenanted civilian.

Punjab. — Registration.

There are thirty-one District Registrars in the Punjab. The appointment is in every instance held *ex-officio* by the Deputy Commissioner and without remuneration. There are 199 Sub-Registrars and Joint Sub-Registrars; of these eighteen are Treasury officers, who are *ex-officio* Sub-Registrars, and receive no remuneration; eleven are Cantonment Magistrates and Assistant Commissioners who are also *ex-officio* Sub-Registrars and are remunerated by a percentage of the fees received; one hundred and twenty-six Tahsildárs are *ex-officio* Sub-Registrars and receive a percentage on their pay proper in remuneration for their Registration duties; the

Punjab.

Registration.

remaining forty-four Sub-Registrars have no other official duties and are remunerated by a percentage of the receipts.

The Departmental member mentions that the official Registration agency is being gradually replaced, as suitable men can be found, by a non-official one; that of the forty-four Registering officers of that class, thirty are Hindus, eleven are Mahomedans and three are Europeans and Eurasians. He states that in the Punjab there are only four Registering officers whose monthly earnings during the past year averaged ₹100 and upwards, *viz.*, the Sub-Registrars of Amritsar, Delhi, Lahore and Peshawar; that the Sub-Registrar of Amritsar is a domiciled European, and the Sub-Registrars of Delhi, Lahore and Peshawar are Mahomedans; that the average of the monthly emoluments was at Amritsar ₹187-12, at Delhi ₹160-10, at Lahore ₹148-12, and at Peshawar ₹109-4. He further states that the appointment of Sub-Registrar, when remunerated by fees, gives no claim to either pay, pension or furlough; that a large proportion of the non-official Sub-Registrars are Native gentlemen of standing and position, who accept the office on account of the income, but more on account of the dignity which the office is considered to confer; that some are retired Government officers, and that these last in his judgment make the best class of Registering officers. The original nomination rests with the District Officer, and the appointments are made by the Local Government usually on the joint recommendation of the Commissioner of the Division and the Inspector General. No technical or other special qualifications are insisted on save a knowledge of the Registration Act and of departmental rules.

Three witnesses were produced for examination by the Sub-Committee.

Lala Barkat Ram, Pleader, Sub-Registrar of Gujranwala, stated that Special Registrars are remunerated by a commission of 50 per cent. on the first ₹50 received as registration fees, and 25 per cent. on all sums paid for fees in excess of ₹50; that he knew several of the other Sub-Registrars, and that they are not men of high education, but were chosen principally for their social position; and that he could not say whether or not they are competent to discharge their duties. He mentioned that he keeps five registers for deeds of various kinds; that he keeps no index showing the properties dealt with in the case of deeds relating to land: and that it can only be discovered whether a deed dealing with a particular piece of land has been registered if the names of the parties are known. He stated that the Inspector General and the Registrar of the District are required to inspect offices annually and at any other time at which they can conveniently do so; that he had known the inspection work on two occasions deputed to a Native officer, and that the Native officer had conducted the inspection as efficiently as the Inspector General could have done. He considered a knowledge of the Stamp Law necessary for a Sub-Registrar; he professed he had not heard any complaint that sums had been demanded as speed-money in excess of the usual fees for registration, either by a Sub-Registrar or by any clerk in his office; that during the three years he had held the office of Sub-Registrar no case of false personation had come under his notice; and that in his belief non-official Registrars use greater precautions than *ex-officio* Registrars to guard against such offences. He urged that Registrars and Sub-Registrars should be officers who have no other duties to interfere with the discharge of their duties as Registration officers. He considered that officers, such as Tahsildárs, regard their registration duties as extra work, and have no leisure properly to attend to them; that the duties of registration could not be conscientiously discharged except by educated men who had leisure to devote daily six hours to the work in large stations and four hours in small stations; and that to secure such men they must be paid fixed salaries. He stated that he entertained objections on similar grounds to the employment of Deputy Collectors as Registrars. He also recommended that the Sub-Registrar at the Sadar Station should be invested with the powers of Registrar. He considered it important that the Registration Department should be made as efficient as possible, inasmuch as much of the litigation of the country had its origin in deeds, and the Civil Courts at present attached very little weight to registration owing to the many defects of the system. Lastly, he advised that Sub-Registrars should be invested with magisterial powers in order to enable them to deal with cases of false personation.

Fakir Syad Jamal-ud-din, Sub-Registrar of Lahore, and Honorary Extra Assistant Commissioner, stated that he was formerly an Extra Assistant Commissioner in Government service, and had then, at times, performed the duties of Sub-Registrar; that he received his present appointment in 1874. He expressed his approval of the existing system, whereby registration is effected partly by officers *ex-officio* and partly by officers specially appointed for that purpose. He considered it desirable that the Deputy Commissioners should continue to discharge the duties of Registrars; and that they had sufficient leisure to devote to registration and inspection. He admitted that as the Deputy Commissioners cannot themselves read the deeds, they

Punjab. Registration.

are obliged to depute the inspection of deeds to their Native subordinates. He considered payment by fees a preferable system to payment by salaries, as it afforded an opportunity for the employment of pensioned officers.

Mr. E. Nicholl, the Sub-Registrar of Amritsar, stated that he registered in his office during 1886 more than 300 deeds a month; that his office was inspected by the Inspector General and the Registrar of the District. He approved of the present system of entrusting registration duties to certain officers *ex-officio*, because the work does not everywhere afford sufficient employment to occupy the whole of a man's time. He admitted that the necessary absence of the Tahsildár from his head-quarters entailed some inconvenience on persons who bring their deeds for registration. He considered a knowledge of the Stamp Law and of the legal nature of instruments essential for a Registration officer.

Central Provinces.

Central Provinces. Registration.

The staff of the Registration Department in the Central Provinces consists of an Inspector General, who is also Commissioner of Excise and Superintendent of Stamps, and receives no salary from the Registration Department; an Inspector of Registration Offices on R200—250, 14 Registrars *ex-officio*; 38 Sub-Registrars *ex-officio*, and 21 Special Sub-Registrars.

The Inspector General is a member of the Covenanted Civil Service.

The appointment of Inspector of Registration offices is always conferred on an educated Native.

The senior Assistant Commissioner in the District of Nágpur, and, in other districts, the senior Extra Assistant Commissioner are *ex-officio* Registrars.

The Registrar of the Cantonment Magistrate's office at Kampti is *ex-officio* Sub-Registrar. The other Sub-Registrars, *ex-officio*, are Tahsildárs, or Náib Tahsildárs. Sub-Registrars *ex-officio* receive a commission of 5 annas for each deed registered.

The Special Sub-Registrars are divided into two classes; twelve are salaried, eleven receiving salaries of R30 and one a salary of R75 in addition to a commission of 5 annas for each deed registered. Of the salaried Sub-Registrars ten are Hindus, one is a Mahomedan, and one is a Parsi. The last-mentioned officer derives from registration an average monthly income of about R125. No other officer, except the Inspector, receives an income of R100 from the Department. Nine Special Sub-Registrars receive no salaries, but are paid a commission of 10 annas for each deed registered; three are Mahomedans and six are Hindus.

The Inspector General states that only Native gentlemen of means and respectability are appointed unsalaried Sub-Registrars; and that the salaried Sub-Registrars are selected from the ranks of the Moharars employed in the Registration offices.

Assam.

Assam. Registration.

The office of Inspector General of Registration in the Province of Assam is held by the Inspector General of Police and Jails, who is also Superintendent of Stamps and Commissioner of Excise for half the Province. The office is at present held by a military officer graded as a Deputy Commissioner of the Assam Commission. Deputy Commissioners in charge of Districts are *ex-officio* Registrars, and Extra Assistant Commissioners are *ex-officio* Sub-Registrars of sub-divisions, receiving no remuneration from the Registration Department. There are seven Special Sub-Registrars whose duties are confined to registration. Of these, three receive salaries of R75 each, with commission on the same sliding scale as in Bengal. Their average emoluments are R184-5-11, R167-10-8 and R166-10-5 respectively. Two receive salaries of R50 each with a commission of 25 per cent. on the fees received, and two are remunerated only by a commission of 25 per cent. on the fees. The seven Special Sub-Registrars are all Hindus. Thirteen *ex-officio* Sub-Registrars receive commission at the rate of 25 per cent. on the receipts for their duties as registration officers. Except the three Special Sub-Registrars above mentioned, there are no officers in the Department whose emoluments for registration work exceed R100 a month. The Sub-Registrar of Shillong is *ex-officio* Inspector of Registration offices.

Special Sub-Registrars are nominated by the Inspector General and generally on the recommendation of District Officers. No qualifications are prescribed for candidates for these appointments.

The provisions of the Financial Codes relating to the Uncovenanted Service apply to such of the officers whose whole time is devoted to registration as are entitled to leave and pension.

The Inspector General states that there are no technical requirements for service in the Department, and that the same classes seek employment in it as are found in other Departments of the public service.

Berar.

Berar.
—
Registration.

The Inspector General of Registration for Berar is also Inspector General of Stamps, Jails and Police, and derives no portion of his salary from the Registration Department.

There are six District Registrars *ex-officio*, of whom two are Assistant Commissioners and four are Extra Assistant Commissioners. These officers receive no remuneration for their services.

The Inspector of Registration offices receives a salary of R120 rising to R150. Eight Sub-Registrars, *ex-officio*, Honorary Magistrates and Tahsildárs, receive commission at the rate of 20 per cent. on receipts. Twenty-eight Special Sub-Registrars receive salaries varying from R30 to R80; fifteen Rural Sub-Registrars are paid by commission at the rate of 55 per cent. on receipts up to R200.

The Inspector of Registration offices, the Special Sub-Registrars, and the Rural Sub-Registrars are, it is believed, all Hindus.

For appointment to the salaried grades it is required that the candidates should have passed at least the sixth standard of the Educational Department. Preference is given to the sons of men of respectable family in the Province or of deserving Government servants. Rural Sub-Registrars have been almost invariably chosen from among the respectable inhabitants of the locality where the office is established.

The Inspector General reports that the classes who seek employment in the Registration Department are the same as those that take service in Civil and Revenue offices, *viz.*, Brahmans and Parbhus; that, at present, they nearly monopolize the salaried appointments of the Department; and that clerical employment being their hereditary occupation, they make the most efficient Registering officers in Berar.

The Inspector General of Registration in Berar supervises the Registration offices at Secunderabad, where the Cantonment Magistrate is *ex-officio* Registrar and the Sub-Registrar is a Mahomedan on a salary of R50.

Appendix O. 16.

SALT DEPARTMENT.

Northern India.

Northern India. Salt.

The Salt Department in Northern India is charged with the collection of the Salt revenue and the production of salt in the Punjab, North-Western Provinces and Oudh, one-third of the Central Provinces, the whole of the Rajputana and Central India Agencies, and Behar. Prior to 1869 large quantities of salt were supplied to Northern and Central India from the Sambhar Lake and from other Salt sources and Salt works in Native States. In order to protect the Salt revenue, a Customs line was maintained extending across the Peninsula, from the Indus to the Mahanadi, 2,300 miles in length, guarded by nearly 12,000 men, at a cost of upwards of 16 lakhs of rupees a year. At this barrier duty was levied upon salt imported from Native States, and upon sugar exported from British territory. In 1869, under the Government of Lord Mayo, the Sambhar Lake was taken on lease; and as a step towards the ultimate equalization of the Salt duty throughout India, the rates were raised in the Madras and Bombay Presidencies. In 1877, under Lord Northbrook, arrangements were made which rendered possible the abolition of about 800 miles of the Customs line. In 1878, under the Government of Lord Lytton, Sir John Strachey, then Financial Member of Council, again raised the rates of duty in Madras and Bombay, and reduced those in Northern India and Bengal, thus making a further approximation to uniformity. In the same year treaties were made with no less than 31 Native States, and a monopoly obtained of the remaining Salt sources in Rajputana; and from the commencement of the financial year 1879-80 the entire Customs line for the collection of Salt and sugar duties was abandoned. In 1882, under Lord Ripon, an uniform duty was imposed on Salt throughout British India except the Kohat District.

The number of distinct sources of salt-supply farmed or leased by the British Government, and worked under the management of the Northern India Salt Department, is eight—the Punjab Mines, the Delhi Salt Sources, the Sambhar Lake, the Didwana Salt Lake, the Pachbadra Salt Source, the Phalodi Salt Source, and the Luni Tract.

The Kohat Mines beyond the Indus are not under the Salt Department, but are managed by the Deputy Commissioner of the Kohat District. The Department, however, maintains a Preventive line along the river Indus in order to check smuggling from Kohat. This line is 325 miles in length, and is guarded by upwards of 500 officers and men. A large quantity of salt from this source is exported across the frontier, and for political reasons the duty is maintained at a nominal rate.

The Mandi Mines, situated in the State of that name, which is one of the Kangra Hill States, are managed by the Department on behalf of the Maharaja, who is entitled to the duty subject to the payment of one-third to the British Government.

The Northern India Salt Department maintains a strong Preventive Establishment; known as the "Internal Branch" in the North-Western Provinces and Behar, in order to supervise the manufacture of crude saltpetre, sulphate of soda, and different forms of carbonate of soda, which is carried on under licenses issued by the Department, so as to secure that all salt reduced in the processes of manufacture should be either destroyed or removed after payment of duty, as the refiners may prefer. The area under supervision, covering 116,189 square miles, includes numerous saline tracts affording facilities for the clandestine manufacture of salt, and it is a part of the duty of the Internal Branch to prevent this manufacture.

The staff of the Department comprises the following gazetted officers: the Commissioner, with a salary of ₹2,500, who is a member of the Covenanted Civil Service; the Deputy Commissioner, stationed at the head-quarters at Agra, whose salary is ₹1,000 rising to 1,200; and seven Assistant Commissioners distributed as follows—one in charge of the Punjab Mines Division, with head-quarters at Khewra, in the Jhelum District; one in charge of the Upper Division, Internal Branch, with head-quarters at Agra; one in charge of the Lower Division, Internal Branch, with head-quarters at Benares; one in charge of the Sambhar Lake Division, with head-quarters at Sambhar; one in charge of the Pachbadra Salt Source, with head-quarters at Pachbadra; one in charge of the Didwana Salt Sources, with head-quarters at Didwana; and one, as Personal Assistant to the Commissioner, employed in the Commissioner's office at Agra.

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Salt.

The Assistant Commissioners receive salaries of R500 for five years, after which their pay increases annually by R50, until the maximum monthly salary of R800 is reached. Of the Deputy and Assistant Commissioners, 5 are non-domiciled Europeans and 3 are domiciled Europeans.

The Finance Committee has recommended that as soon as the establishment can be reduced the number of gazetted officers should be limited to six, the number of Assistant Commissioners being reduced to five, of whom one should take charge of the whole of the Internal Branch, while the post of Personal Assistant would be filled by an officer of a lower grade.

In addition to the gazetted officers, there are three grades of Superintendents; 12 are in the 1st grade, with salaries of R400 rising to R500; 21 in the 2nd grade, with salaries of R300 rising to R400; and 20 in the 3rd grade, with salaries of R200 rising to R300.

Of the Superintendents in the 1st grade, 4 are non-domiciled Europeans, 6 are domiciled Europeans, and 2 are Eurasians. Of the Superintendents in the 2nd grade, 5 are non-domiciled Europeans, 10 are domiciled Europeans, 5 are Eurasians, and 1 is a Mahomedan. Of the Superintendents in the 3rd grade, 11 are domiciled Europeans, 8 are Eurasians, and 1 is a Mahomedan.

The Finance Committee has proposed, and the Commissioner has agreed, that the number of Superintendents shall be reduced to 42. This reduction is to be effected gradually by absorption as vacancies occur; and the Commissioner consequently anticipates that no fresh appointments can be made to the upper grades of the Department for at least 7 or 8 years.

The scale of salary now enjoyed by Superintendents was sanctioned by the Secretary of State in 1886; but the Finance Committee has recommended that in the case of all officers appointed in future to the Department, the scale of pay in force previously to 1886 shall be reverted to; that on first appointment an officer shall enter as Assistant Superintendent of the 2nd grade on a salary of R150, and after examination, and on the occurrence of a vacancy, be appointed to the 1st grade of Assistant Superintendents on R175; that there shall be five grades of Superintendents, on salaries of R200, R250, R300, R350, and R400 respectively; and that promotion shall be regulated ordinarily by seniority, but that consideration shall also be given to merit.

The Deputy Commissioner is selected by the Government of India on the nomination of the Commissioner from the Assistant Commissioners on the ground of superior ability and fitness for the post.

The Assistant Commissioners are on similar grounds selected by the Commissioner from any grade of Superintendents.

First appointments of officers of the Superior Staff are made only to the lowest grade of Superintendents. A list is kept of approved candidates possessing the following qualifications:—The candidate must be under 25 years of age; he must never have been dismissed from, nor forced to resign, the military or civil service of the Government; he must produce sufficient evidence of his sobriety, honesty, and moral character; he must also furnish a medical certificate of physical fitness in the form prescribed in the Civil Pension Code.

Candidates are appointed on probation for a year, and are not confirmed until they have passed a searching departmental examination.

The highest paid officers of the Subordinate Staff are the Inspectors, whose salaries range from R30 to R70. These salaries are insufficient to attract Europeans of good character or sufficient ability; and although such appointments have on one or two occasions been held by Europeans, the men obtained were not efficient. Only Asiatic Natives of India are now appointed to offices in the Department below the rank of Superintendent.

At the request of the President of the Sub-Committee, Mr. A. O. Hume, whose connection with the Department as Commissioner, and subsequently as Secretary to the Government of India in the Agricultural and Revenue Department, extended over the period when the most important changes in the administration of the Salt Laws were inaugurated and carried out, has favored the Sub-Committee with a note on the points into which it is commissioned to inquire. On the question of appointments to the higher grades, Mr. Hume observes:

"The first point on which I would insist is that the existing system of recruiting the upper grades of the Department by nomination, which with every care involves much risk, should be modified. At present the Commissioner, rarely an officer of much experience in the Department (the appointment not being good enough to keep at all able members of the Civil Service many years), appoints just whom he pleases. I would change this. I would allow him to nominate as many candidates as he pleased, but I would also allow all District Officers, Commissioners, and other responsible officials the Government might empower in that behalf to nominate as many candidates as they saw fit. Nominating officers to be responsible to the

Government that the candidates put forward by them were youths or young men not above 24 years* of age, of good character, and belonging to respectable, but not necessarily rich, or even (so-called) good families. From all these candidates the required recruits to be selected first by a series of physical tests, and then by a competitive examination. As regards the former, the men would be carefully examined by a Committee of Medical officers, and only those with good sight and sound in wind and limb approved. Those thus approved would have to show that they could ride horses and camels well, and could ride and walk considerable distances without much fatigue, and, in such other way as might be deemed desirable, prove that they were active and hardy. Candidates thus far approved would then go into a competitive examination. This examination should embrace only three subjects—English, Urdu, and Arithmetic; but should be so far exhaustive as to prove that those who passed satisfactorily were good Arithmeticians and Accountants, and either thoroughly good English scholars and fair Urdu scholars, able to converse fluently and write easily and fairly well in this latter language, or thoroughly good Urdu scholars and fair English scholars, able to converse fluently and write easily and fairly well in English. Examinations might be held once in 2 or 3 years at Agra, the foremost men getting any vacancies open at the moment; and others who, though not foremost, came up to the required standard, being employed at once as extra officers† of the higher subordinate grades, to be absorbed as vacancies occurred, provided that they in the *interim* conducted themselves to their superior's satisfaction.

"Of course, after entry into the Department, they would have to pass the required examinations in Departmental Law and Practice, and in what, for want of a better word, I may term the Chemistry of Salines. I lay stress upon this. There ought not to be a single officer in the Department ignorant of the rudiments of Chemistry and destitute of a complete practical knowledge of the Chemistry of the Saline substances with which he is brought in contact."

The second point in connection with the constitution of the Department on which Mr. Hume insists is the desirability of abolishing the Internal Branch, whereby he believes that a saving of at least ₹2,00,000 yearly might be effected, and that the people, especially of Oudh, Behar and parts of the North-Western Provinces, would be relieved of annoyance and extortions. "The Internal Branch," he observes, "has done excellent service, and, * * when created, it was a necessity; but times and circumstances have changed, and it has now become an anachronism. It was designed to prevent the illicit extraction of edible salt in the process of manufacturing other salts, such as saltpetre, *khari*, *sajji*, &c. Now when the retail price of salt, in many places where salt earth abounded, fell little below the rate of ₹10 a maund, and when the people habituated to the use of this dirty, small grained illicit earth-salt liked it quite as well if they did not prefer it to the purer, cleaner duty-paying salts, there was an enormous temptation to do that which the Internal Branch was especially organised to prevent. But now at the same places the retail rate of salt does not exceed ₹4 a maund; now that it pays the crude saltpetre-maker better to leave the salt in along with the products of his pans than to separate it; now that by a quarter of a century's disuse of this inferior and use of a superior article, the people have become so particular that they will not even take the blue Sambhar (in old days the best salt that could be got), but insist on perfectly pure white salt, the Internal Branch is little more than an instrument for annoying the people at a yearly net cost of at least 2 lakhs of rupees. The officers of the Internal Branch are mostly very good men, and I am sure they do their best to keep their underpaid subordinates in good order; but these are perpetually on the move far away from them, and their real and most essential occupation is the extortion of money from the peasantry by threats of preferring charges of illicit manufacture against them * * * I admit at once that on the abolition of the Department some scores of old starving widows will each make a few *lotas* full of filthy brine or a few pennyweights of dirty earthlike salt. * * * If 50,000 did so even, the clear saving to Government by the abolition of the branch would still considerably exceed 2 lakhs a year. For, setting aside the fact that the amount consumed by these 50,000 would be small (and no one will nowadays buy such stuff), those who would resort to the process would be only those so poor that they now go without any salt at all, except when charitable neighbours give it them; land so long as anyone gave them better salt, they would never fall back upon this last repulsive resort of the saltless. * * * In all these fiscal arrangements, too, the maxim, *de minimis non curat lex* should be borne in mind. I can give a practical illustration of this to the point. When I took charge of the Department in,

* An exception to this rule being made in favor of men already in the Department in the subordinate grades, whose age might be allowed to exceed 24 by one-fourth less than the number of years they had served in such grades.

† So as not to interfere with the promotion in these grades.

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I think, 1867, the Internal Branch was worked with a vigour and thoroughness worthy of a better cause. Every man in whose possession, or on whose premises or works, a grain of earth salt was found was prosecuted. At this distance of time I cannot be sure of figures, but I believe that at that time yearly close on 3,000 persons were prosecuted in the North-Western Provinces and Oudh. It seemed to me monstrous, the more so that I believed half the cases to be false. * * * I applied to Government for permission not to prosecute where less than a seer of salt was found in one place. This being sanctioned, the prosecutions fell (I write from memory) to less than 1,000 during the second year. But the revenue never suffered in the slightest." Mr. Hume proposes, if the Internal Branch is abolished, that recognizances should be taken from the zemindars of all places where there are extensive saline efflorescences or crude works, to the effect that they will see that salt is not made nor separated thereat; that in all such villages the chowkidars should also be made responsible for reporting any overt breach of the law; and that a tahsil list having been prepared for each district of places that might be most readily utilized for manufacturing salt, the Tahsildars should be required to keep an eye on these, and, if the duty were at any time raised, to exercise additional vigilance.

The third point in reference to the constitution of the Department to which Mr. Hume desires to draw attention is the feasibility of substituting for the Covenanted Commissioner on a salary of ₹2,500 an Uncovenanted Deputy Commissioner on ₹1,200 rising to ₹1,500 with reduced travelling allowances. Mr. Hume observes, that if the present salary would ensure keeping the same officer a 1st class Covenanted Civilian for, say, not less than 5 years, there would be something to say in its favour; but that it does not and cannot ensure this. He points out that if his proposal respecting the abolition of the Internal Branch were adopted, the work of the Superior Controlling officer could be considerably reduced; and he gives it as his opinion that a 1st class Covenanted Civilian is not now really required for the Department, and that by the appointment of an Uncovenanted officer the work would in a series of years be done better, because there would be less frequent changes in the head of the Department.

The Departmental member expresses his dissent from Mr. Hume's views as to the expediency of abolishing the Internal Branch. He observes: "This establishment, of which the net cost is only about ₹1,40,000, and not 2 lakhs as stated by Mr. Hume, is the Agency by which (1) the illicit manufacture of salt in the Punjab, North-Western Provinces and Oudh, and Behar is suppressed; (2) the frontiers of the Sirsa, Hissar, Rohtak, Gurgaon, Muttra, Etawah, Jalaun, Jhansi, and Lalitpur districts are guarded to keep out salt which has not paid duty; (3) yearly enquiries are made in the Rajputana and Central India States to ensure the observance of the Treaty engagements; and (4) the refinement and eduction of salt in 532 saltpetre refineries and the processes in 43,549 crude saltpetre and sulphate and carbonate of soda manufactories are supervised and regulated. In fact, the expenditure on the Internal Branch of ₹1,40,000 forms an insurance charge on a revenue of about ₹1,55,00,000." He also points out that in 1885 the present Commissioner, Mr. Carey, reduced the expenditure on this branch by about a lakh of rupees (a reduction which may have been unknown to Mr. Hume), and that, when acting for Mr. Carey, he himself recently arranged with the Finance Committee for the reduction of one of the two Assistant Commissioners in charge of the Internal Branch, although the Madras Member, Mr. Bliss, who is the head of the Salt Department in that Presidency, was averse to the reduction as involving danger to the revenue.

The Departmental member, who has had many years' experience in important districts in the North-Western Provinces, pronounces Mr. Hume's assumption that any oppression to the people is now involved in the retention of the Internal Branch to be baseless. He admits that such was the case when he was an Assistant Magistrate 20 years ago; but he asserts, from his experience as a District and Settlement Officer, that for a long time the Department has been so administered that there is no oppression nor any extortion from the people; that no prosecutions are instituted unless more than a seer of salt illicitly manufactured is seized; and that cases of causeless arrest or seizure on the part of subordinates are always punished by dismissal: that prosecutions are very rare, and that the duties of the establishment may be now said to be purely preventive. If, however, the Internal Branch were abolished, he apprehends that illicit manufacture would at once revive. Combating Mr. Hume's argument that the evolution of salt by manufacturers of other saline products is no longer profitable, he mentions that saltpetre refiners now pay the full duty on about 60,000 maunds of salt evolved in the manufacture of saltpetre, and that in some parts of the country this salt is much liked. He apprehends that in case the duty were raised (a course he considers very probable in the event of a war), the temptation to illicit manufacture would be enormously increased if there were no Preventive establishment.

Of Mr. Hume's proposal to substitute an Uncovenanted Deputy Commissioner who had risen through the lower grades of the Department for a Commissioner selected from the Covenanted Civil Service, the Departmental member expresses his strong disapproval. He considers it most important that there should be at the head of the Department an officer who is familiar with the general administration, and possesses the knowledge of, and sympathy with, the people, which is best obtained by training as a District Officer. He asserts that it is chiefly because the officers at the head of the Department have for many years had such training and such experience, that they have been able to introduce reforms which have freed the people from the old system of extortion and oppression to which Mr. Hume refers. He further points out that the Commissioner exercises all the powers of a Local Government; that he is empowered to suspend, reduce, and even dismiss highly-paid European officers on his own responsibility; and he argues that it would be unwise and invidious to entrust such powers to an officer brought up in the Department, who would be called on to exercise them over his late brother officers.

Moreover, Mr. Patterson observes that the Commissioner has frequently to discuss important questions with officers of high standing in the service, with Agents of the Governor General in Central India and Rajputana, and with Residents and Political Agents; and that in such cases business is facilitated by the fact that the Commissioner is a senior member of the Civil Service —a position which also enhances his influence with the officials of Native States.

In reply to Mr. Hume's argument that the office of Commissioner does not present such attractions as to induce a Covenanted Civilian to hold it for any time, Mr. Patterson points out that for the last 25 years the average duration of the tenure of the appointment by a Civilian has been at least five years—a period which Mr. Hume admitted would be reasonable. Mr. Wigram Money, he states, held the appointment for nearly ten years; Mr. Hume, his successor, held it for about five years; Mr. Batten, who succeeded him, held the appointment for about the same period, as did also Mr. Halsey, who was followed by Mr. Carey, the present permanent Commissioner, whose service in the Department already amounts to five years.

From 1867, when Mr. Hume assumed charge, till 1887, only four officers have held the substantive appointment of Commissioner, though three others have acted in the office.

With respect to the proposals by the Finance Committee for the reduction of the salaries and regrading of the Superior Establishment, Mr. Hume observes:—"As regards pay, I consider that the pay now drawn in the several grades is as near perfection as possible. It has been arrived at after a long series of gradual modifications as the result of protracted experience, and I have been very much disturbed to hear that * * a reduction in the present initial salary of the superior grades is to be made. If I am correctly informed on this point, all I can say is that this proposed reduction would be an error of the greatest magnitude. You cannot nowadays get the class of Europeans and *à fortiori* not the class of either Eurasians or Natives at lower initial rates than now obtain."

The pension and furlough rules applicable to officers in the Department other than the Commissioner are those prescribed by the Civil Pension and Civil Leave Codes for Uncovenanted officers. Mr. Hume is of opinion that the rules should be identical for the superior grades of all branches of service, Covenanted and Uncovenanted; and that whatever rules are finally accepted for the Revenue, Judicial, Public Works, Forest, and Police Departments, might properly be accepted for the Northern India Salt Revenue Department.

The Internal Branch is divided into 14 circles, comprising an aggregate area of 160,000 square miles, within which there are 503 saltpetre refineries at work, 38,000 crude saltpetre works, and nearly 9,000 carbonate of soda and sulphate of soda works. The object of the Department is, while protecting the Salt revenue as far as possible, to promote rather than impede the manufacture of these substances. Consequently, the restrictions imposed on manufacturers are as little onerous as is consistent with fiscal interests. The reduction of the duty on salt and the improvement of the manufacture, with the increased facilities of transport, have so greatly reduced its price in Upper India that none but the poorest of the population would expose themselves to the risk of manufacturing salt in their own homes. Prosecutions for petty infringements of the Salt Act in saline districts are now rare in Upper India; and for many years the Department has refrained from prosecuting persons found in possession of less than one seer of illicit salt.

At the head of each of the 14 circles of the Internal Branch is a Superintendent. The circles are divided into sub-circles, each of which is in charge of an Inspector who has an establishment of petty officers to patrol the saline parts in the different pergunnahs of his sub-circle, and to supervise the manufacture of the products of salt soils.

The Superintendents are required to be moving actively about their circles for eight months of the year. During the rains no manufacture is possible.

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The Assistant Commissioners in charge of the Internal Branch are required to see that the Superintendents do their work and properly supervise the Inspectors and their establishments. They dispose of all fines for misconduct, questions of leave, promotion, and all other questions which fall to an administrative officer in charge of a Division. It is also their duty, by testing saline soils of all kinds, to decide on the fitness of any locality for the establishment of licensed works for saline manufactures. They are consequently required to make frequent tours through their divisions, and to remain in camp for many months of the year. The duties of the Assistant Commissioners and Superintendents of the Internal Branch call for the exercise of much tact and discretion.

At the Sambhar Lake salt is manufactured by the admission of the brine into shallow pans; after evaporation has taken place, the salt which is formed in the pans is taken to the edge of the lake and stored. As the season advances, deeper pans are used; and, finally, when the water of the lake has to a considerable extent evaporated, the salt crystals which have been formed naturally are gathered and stored.

The Superintendent in charge of the manufacture of the salt has to collect labour and prepare the pans; and when the manufacture has commenced, it is his duty to attend daily and supervise the extraction and the cubical measurement of the salt in bulk. He has also to supervise its storage and to keep an account of the advances made to the petty contractors by whom the work is undertaken, and to settle their claims. Inasmuch as the collection of salt takes place principally at the hottest period of the year, his duties entail on him considerable exposure to the sun.

The Pachbadra Salt Source is situated in the midst of a desert in Rajputana to which Banjaras with pack bullocks resort only during three months in the year. The Phalodi Salt Source, also in Rajputana, is 14 miles distant from the nearest town or village; and drinking-water has to be brought from a distance of 10 miles. So unpopular is the duty at this source that the Superintendents are transferred every two years.

The Superintendent in charge of a Mine in a Salt Range is required to make plans for the working of the mine, to survey and lay out bridges and tunnels, to supervise the excavation of the salt and the measurement of the spaces excavated, and to lay down and work tramways inside and outside the mine.

The Superintendent in charge of a Beat in a Salt Range has even more arduous duties than other officers in the Department. The physical features of the country expose him to considerable danger, as well as to extremes of heat and cold. The roads are little more than pathways, and very steep; the salt outcrops are scattered about, some of them in places almost inaccessible, and much of the work has to be done at night when the Superintendent visits his guard-posts or lies in wait for smugglers.

The duties of the Superintendents on the Indus Preventive line also expose them to considerable variations of temperature and to other hardships.

An enumeration of the duties of the different officers in the Department suggests the qualities required for efficient service; while the difficulties under which these duties are discharged, and the comparatively meagre prospects in the matter of pay and promotion explain the reluctance which, in the opinion of competent judges, is exhibited by many educated Natives to seek employment in the Department.

The technical requirements of the Department are a knowledge of salt manufacture, ability to test the progress of manufacture by means of the hydrometer, and to measure the cubical contents of the salt heaps; a sufficient acquaintance with practical Chemistry to understand the various processes in the manufacture of saline products, and to test saline soils; and at the mines in the Salt Range sufficient knowledge of engineering and surveying to conduct operations connected with the excavation of salt.

The Superintending officers must be capable of controlling a numerous body of subordinates, and exercise such discretion in dealing with persons unconnected with the Department as may render the enforcement of the restrictive provisions of the Salt Acts as little as possible detrimental to commerce or productive of inconvenience to private persons.

The persons who seek employment in the upper grades of the Department are chiefly sons of Military, Civil, and Uncovenanted officers, both European and Eurasian.

Some of the applicants have been educated in England and some in India. The Departmental member observes that the service is not a popular one among Native gentlemen; and that there is so little demand on their part for appointments in it that during the past year he has received only two applications from candidates of this class, both of which he has entertained by entering the names of the applicants on the list of accepted candidates.

The Departmental member considers that there are Native gentlemen of the right class well suited for the Department, but that, as a rule, the attractions offered by it are not sufficient to secure them. He observes that a well-educated young man, with the knowledge of English essential to this Department, would much prefer a Tahsildarship, with a prospect of a Deputy Collectorship in a few years; for he would have more to look forward to than in the Salt Department, and in the meantime his life would be passed under far more pleasant conditions. In a letter addressed by him to the Finance Committee, in which he deprecated a suggestion for the application to the Salt Department of the rule that Natives should receive only two-thirds of the salary assigned to an appointment when held by a European, he pointed out that only Natives with a peculiar and at present unusual combination of qualifications are fitted for employment in the Department in the superior grades. "A good education," he observed, "and good knowledge of English are absolutely necessary, and this must be combined with a good physique, active habits, and capability for undergoing out-door work and more exposure than is required, I believe, in any other branch of Government service. In addition to this, the officer must be of a class from whom integrity and a high standard of devotion to duty may be with confidence expected. He must also have the faculty of controlling subordinates, which is only found among Natives of a good social class, and which by no means necessarily accompanies education." Mr. Patterson at the same time bears witness that the two Native Superintendents already in the Department are excellent officers—hard-working, energetic, and honorable.

In his Report on the administration of the Imperial Customs Department for the year 1867-68, Mr. A. O. Hume entered at some length into the question of the suitability of Natives for employment in the Department as Preventive officers, and reluctantly came to the same conclusion as his predecessor that, with rare exceptions, the Natives who could be tempted into the service by the salary offered were unfit for the position of Patrols and Assistant Patrols.

These views were expressed by Mr. A. O. Hume when higher education had made but little progress in Northern India. In the note with which he has favored the President of the Sub-Committee, he thus expressed himself as to the relative qualifications of the several classes which seek employment in the upper grades: "There can be no doubt that of those who seek this employment, the best men that we get, all round, are pure Europeans. But this is not because there are not equally good Eurasians and Natives to be found, but because, with rare exceptions, the equally good men of these classes can find other, and to them more congenial, careers. For the first 15 to 20 years of a Customs officer's service, his life is one of constant bodily exertion and exposure during even the worst and hottest periods of the year; and the pay during this period is not better than is to be obtained in the Revenue, Police, Judicial, and even merely Clerical lines. There are many fine young men, pure Europeans, to whom, at the outset of their career, this out-door life of constant bodily exertion, with plenty of opportunities for sport, is infinitely preferable to one involving in-door desk work, even though the latter may carry a somewhat larger stipend. But this is less often the case with Eurasians, and scarcely ever so with Natives. That there are Natives fully competent for the work, men like Khan Nizam-uddin Khan, of the old Sirsa Line Division, and Babu Kaleenarayan Roy, who was for many years in supreme charge of the Sultanpur Works, sufficiently prove. But Natives of the required calibre have seldom hitherto applied for service in the Department; and though we have had some very good Eurasians, as a rule the Eurasians who apply are not of the first class. On the other hand, of the young pure Europeans, many of the very smartest lads seek employment in the Customs; and men like Messrs. Adams, Whitten, Ashton, and Lyon would have made names for themselves and taken high places in any branch of the Service, Covenanted or Uncovenanted, Civil or Military. But, as will have been observed, I do not consider that the admissions to the Department should be restricted to any class or race. It is an Imperial Department, and therefore no Provincial rule in regard to candidates is required; and the only restriction in their case needful is that they should be domiciled in India. I do not myself doubt that as time runs on even the best classes amongst the Eurasians and Natives will compete, and compete with a fair measure of success, for service in this branch; and the rules for the admission into the service should leave the door as widely open for them as for the pure Europeans, who hitherto have undoubtedly been, as a body, our best officers; and this because the nature of the life involved being congenial to many young Englishmen, to much fewer Eurasians, to very few Natives, many of the smartest Europeans, much fewer of the smartest Eurasians, and scarcely any of the smartest Natives seek employment in the Department."

It will be remembered that the Salt and Customs Department is one of the Departments excluded from the operation of the rule promulgated in the order of 18th April 1879, requiring

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the special sanction of the Government of India to the appointment of any pesron other than a Native of India to an office carrying a salary of R200 or upwards.

In a letter No. 1599, dated 13th June 1884, the Government of India called upon the Commissioner of the Northern India Salt Department for his opinion whether it was necessary to permit any longer the unrestricted employment of persons not being Statutory Natives of India in the Salt Department, and whether that Department might not be removed from the list of Departments excluded from the operation of the rule of April 1879.

In reply to that letter, the Commissioner, Mr. A. D. Carey, referred to the opinion expressed by Mr. Hume in the Administration Report for 1867-68; and observed that Mr. Hume's remarks, in which Mr. G. H. M. Batten, his successor, afterwards cordially concurred, were as true then as on the day on which they were written. Mr. Carey observed that few Natives qualified in all respects for the superior appointments would be attracted by a career in the Department; that the work would be thoroughly uncongenial to young educated Native gentlemen; and that, if it were decided to appoint Natives to vacancies, the Government would have to be contented with men not of the highest class. Seeing that the officers of the Department did not constitute a highly-paid English service, and that their duties were severe and unattractive, while any want of efficiency in the discharge of these duties would quickly result in heavy loss of revenue, he was of opinion that the best men whose services could be secured should be entertained, irrespective of race or domicile; and he accordingly recommended that no restrictions should be placed on the employment in the Salt Department of persons who were not Statutory Natives of India.

The Departmental member, in his letter to the Finance Committee already quoted, expressed his opinion that it was not possible to introduce a rule requiring that a fixed number of appointments or a fixed proportion of vacancies should be given annually to Native candidates. While he professed himself strongly in favor of appointing Native gentlemen with the necessary qualifications, and of giving such candidates the preference over European candidates, he considered the interests involved so great, and the possible results to Government from any deterioration in the tone of the officers so disastrous, that he could not recommend the adoption of any rule which would limit the field from which candidates might be selected.

Four witnesses were produced for examination by the Sub-Committee.

Shaik Assadullah Khan, a Superintendent in the Department in the Internal Branch, the son of a gentleman who enjoyed the title of Nawab under a sanad from the Emperor of Delhi—a title which has recently been recognized by the British Government as a personal distinction—stated that after 20 years in the Department, the salary he enjoyed amounted to no more than R320. He considered that the Natives of India do not generally possess the combined qualifications of an English education, bodily activity and endurance, and that the Department has no attractions to offer the educated Native. He was of opinion that in a few years' time, when English education has been more generally accepted by the Mahomedans and other energetic races of the North, Government would find a larger number of educated Natives qualified for service in the Salt Department. He admitted that there was no reason to complain of any reluctance on the part of Government to employ Natives of the North-West in the Department, and that a fair percentage of the educated Mahomedans with whom he was acquainted were employed in the public service. He stated that he was the first Native who had held the appointment of Superintendent in the Internal Branch; that he had always been received with cordiality by the European officers with whom he had been brought in contact and that his business relations with them had been satisfactory.

Mr. Whitten, the Depnty Commissioner, stated that, looking at the question from the point of view of an administrative officer, he considered that Europeans were, as a class, more valuable than Natives in the Department. He allowed that Natives are quite as honest as Europeans, but he maintained that they have neither the same power of controlling their subordinates nor the same physical endurance as Europeans. He stated that the service is unpopular with educated Natives on account of the night work and of the few attractions it offers in the way of pay, promotion, and society. He added that Natives object to being posted to places at a distance from towns where thay can educate their children, and that although he had many Native friends, none had applied to him for appointments in the Department. Of the three classes, domiciled and non-domiciled Europeans and Eurasians, he had found the non-domiciled Europeans, as a rule, the more energetic and stronger men all round, though, generally speaking, they might be regarded as fairly equal; and he admitted that some boys who had been educated at the Hill Schools had made very excellent officers. He considered that an educational qualification equivalent to the F.A. Examination at the University should be required of all candidates for appointments, and he expressed no objection

to the appointments being thrown open to competition among nominated candidates. He advocated the introduction of graded pensions as calculated to increase the efficiency of the service, because it would enable men whose health had been impaired by the exposure and hardships incident to it to retire without incurring great sacrifices. Northern India. Salt.

Mr. Ashton, Assistant Commissioner, in charge of the Sambhar Salt Source, expressed his concurrence in the views of Mr. Whitten regarding the employment of Natives in the Department. He observed that if a Native could be found to stand the hard work and exposure, it would be as well to employ him as a European. But he thought that a Native who, by his education and in other respects was qualified to do the work, would scarcely think it worth his while to enter the Department. He mentioned that when a really well educated man was obtained for the Inspector's grade, he would not remain in the Department if he could possibly obtain other employment. He had seen no reason to doubt the honesty of the educated Natives employed in the Department, and had found them sufficiently careful of the interests of Government. He also expressed his belief that they did not take advantage of their position to make illegal exactions; and he observed that with education the Native improves also in official morality. As between pure Europeans as compared with domiciled Europeans and Eurasians, he considered that the Europeans born and educated in England have more liberal views about work, by which he explained his meaning to be that such Europeans do not care to what they turn their hands.

Mr. Bolster, the Superintendent in charge of the Mayo Mines in the Punjab Salt Range, stated that he had had three Native supervisors under him, of whom one, who is still in the Department, is a good man, and two had failed; but he admitted that they had been employed on beats in the Salt Range, where the work was particularly hard. He stated that he had no objection to the employment of Natives who possess the requisite qualifications, but that ordinarily he preferred non-domiciled Europeans to any other class. Mr. Bolster had originally been a Master in Bishop Cotton's School, where he had assisted in educating from 120 to 130 boys. He stated that some of them were in all respects as good as English boys of the same class, and had found employment as Executive Engineers in the Public Works Department, and as Assistant District Superintendents of Police. But he considered that the majority of the boys in the School are not so good as the majority of the boys in an English School would be, and that boys at Hill Schools in India are not so self-dependent as boys in England. Although he regarded the appointments made by nomination as generally satisfactory, he expressed his preference for a system of nomination followed by competition as likely to secure a better class of men.

After the foregoing note was compiled, the Sub-Committee was favored with a further memorandum by Mr. A. O. Hume and with a note from Mr. A. D. Carey. Mr. Hume combats the objections taken by Mr. Patterson to his proposals respecting the abolition of the Internal Branch and the appointment of an Uncovenanted officer to the office of Commissioner. Mr. A. D. Carey confines himself to the questions to which the enquiry of the Commission is limited. While he is not unfavorable to the employment of Natives in the Department, Mr. Carey states that difficulty is experienced in finding Natives with the requisite qualifications who are willing to serve in the Department.

At the same time he gives it as his opinion that the continuance of a certain proportion of Europeans in the Supervising Staff is necessary for the efficiency of the Department. He prefers that appointments should be made by nomination rather than by competition, so as to secure that candidates possess the necessary moral and physical qualities, and would not insist upon any particular educational qualification. He dissents from Mr. Hume's view that the appointment of Commissioner should be conferred on an Uncovenanted officer for reasons which he explains.

MADRAS.

Prior to 1805 the average yearly revenue derived from Salt in the Madras Presidency amounted to about ₹2,80,000. This was derived from the farm of salt-pans, the property of the State, the Government share of the produce of pans belonging to private owners, and transit duties collected at certain revenue posts.* Madras. Salt.

By Regulations I of 1805 and II of 1807 the manufacture and sale of Salt were created a Government monopoly and placed under the immediate control of a General Agent. In 1808 the appointment of an officer as General Agent was discontinued; and the administration

* Report of the Madras Salt Commission, 1876, Page 4.

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was left to the Collectors of districts and their Head Assistants in direct subordination to the Board of Revenue.

In 1852 the Court of Directors suggested the appointment of a special officer to administer the Salt and Abkári Revenue, but the Government and Board of Revenue considered that it was more necessary to secure a better paid subordinate establishment and to appoint two Special Uncovenanted Assistants to aid the Collectors in Salt work. In 1852 a Special Uncovenanted Assistant was appointed for Salt duties in Madras, and in and subsequently to 1860 a Special Deputy Collector was appointed to each district in which the supervision of the Salt Revenue entailed special duties on the Collector.

In 1860 the Board of Revenue proposed the appointment of an Inspector General whose duties were to be limited to inspections, the executive control remaining with the Collectors. This proposal was at first viewed favorably by the Government, but on the reorganization of the Subordinate Service, to be presently noticed, the creation of the appointment was deemed unnecessary, and it was suggested that the administrative charge of the Salt Revenue should be placed in the hands of one Member of the Board of Revenue who could dispose of all executive matters, reserving questions of principle for discussion by the full Board.*

The revision of the subordinate establishments was undertaken by Mr. Pelly, a Member of the Board. His proposals were sanctioned by the Government of India in 1863, and the scheme then introduced remained in force until the Department was again reorganized in 1877.† As a general rule each group of pans or salt works with a sale depôt attached to it constituted a salt "station;" and one, two or three such stations a "Division." Each Division was placed under the charge of a Superintendent with one or more Assistants and an establishment of clerks, weighmen, peons and a cashier. In some districts there was no sale depôt at the pans, and salt was conveyed to a depôt at a distance. The salaries of Superintendents ranged from R50 to R125; the Superintendent of the Sale depôt at Madras received R200. The Assistant Superintendents received salaries ranging from R15 to R35. The Superintendents were responsible for the manufacture of salt, its weighment, storage and sale and the maintenance of proper records and accounts. The executive charge of the operations of the Department in each district was committed to the Salt Deputy Collector subject to the control of the Collector. The Salt Deputy Collectors were brought in from other Departments, *e.g.*, Tahsildarships or Inspectorships of Police, and when first appointed, had received no training in Salt work. Their salaries depended on their position in the Uncovenanted Service.‡

The Deputy Collector issued orders for commencing or closing manufacture, regarding the transfers of, or grant of leave to, officers above the grade of peon, and regarding experiments for the production of good Salt or the mode of manufacture; he authorized the rejection and destruction of manufactured Salt, made temporary arrangements for the cultivation of pans left waste by holders, and obtained orders from the Collector sanctioning the preparation of new pans and the assignment of old pans to new holders. The Collector was required, after the Salt had been stored, to test in each year, either in person or by an officer specially deputed, a few heaps in each Division and in any case to visit the pans once in every year. He was specially directed to see that good Salt was made and received, that the storage was correctly effected, that the heaps were well covered and protected, that accounts were properly kept, that the *kudivaram* was fully and regularly paid, that the roads and approaches were in good condition, and that regularity, order and discipline were maintained.

In 1871 an Act was passed by the Legislative Council of Madras authorizing the introduction of the Excise system in connection with the Salt Revenue, but no steps were at the time taken to introduce it.

In 1876, in consequence of the representations of Mr. Falk, President of the Salt Chamber of Commerce at Northwich, an inquiry was directed and a Commission appointed to inquire into the Salt administration in the Presidency. The Commission reported (*inter alia*) that the supervision of the Board of Revenue was of a very general kind and did not effectively extend to general details, and that in consequence unity in administration was wanting, that each Collector administered the Salt Department in his district almost independently of, and in rivalry with, his neighbours and to the detriment of the revenue; that the instructions issued to Collectors were excellent, but that they were never carried out in practice; that it was impossible for Collectors to carry them out without neglecting their other duties; and that the establishments were neither sufficiently strong nor sufficiently well paid to secure efficiency. The Commission consequently recommended that Collectors should be relieved of the control of the Salt Revenue, and that its management should be committed

* Report of the Madras Salt Commission, 1876, Page 9. † *Ib.*, Page 10. ‡ *Ib.*, Pages 76, 77.

to a Department under a separate head and of which the officers constituted a distinct branch of the public service. The Commission suggested that the appointments should rest, subject to the approval of Government, with the head of the Department. It was intimated that the object aimed at should be to secure a class of officers thoroughly trustworthy, of sound physique and of a character fitted to command respect and enforce discipline among their subordinates, and that to attain this a higher scale of pay would probably be necessary. It was also pointed out that the chief of the Department would need one or two officers as his immediate Assistants or Deputies.*

In a separate minute the President, Mr. C. B. Pritchard, recorded his opinion that necessity existed for the larger employment of Europeans in the Department. He observed that almost all the Deputy Collectors and all the Superintendents were Natives; and he expressed his conviction that with their assistance alone the Collector would not be able to put down fraud or over-storage or illicit manufacture. He asserted that it was the experience of the Bombay Salt Department that for the suppression of fraud and abuses, and for the strict and efficient enforcement of the regulations necessary for the proper management of Salt works, European supervision was essential. He insisted that Native subordinates worked much better and more honestly when they were immediately supervised by European officers than when their superiors belonged to the same caste and class as themselves.†

In regard to the substitution of the Excise system for Government manufacture the Commissioners (Mr. Venkaswami Rao dissenting) considered that the Excise system was likely to prove injurious to the interests neither of the consumers of salt nor of the public revenue, and anticipated that it was likely to bring about an improvement in the quality of salt. They consequently recommended its introduction.‡

In consequence of this recommendation the Excise system was adopted, and in the year 1886-87 was in operation in forty factories, while the manufacture of Salt by the Government or on its behalf had, except at a few factories, been abandoned, but the advantages expected from it have not been realized. The consumer has had to pay higher prices for a salt of which the quality shows little or no improvement and which is decidedly inferior to that now manufactured on Government account.§

In pursuance of the Report of the Commission, a Commissioner of Salt was appointed with orders to organize a separate service. Before giving details of the existing staff of the Department some particulars may be mentioned respecting the area in which its operations are conducted, its organization and the duties with which it is charged.

The Salt works in the Madras Presidency are scattered over a coast line of upwards of 1,000 miles in extent, and to this must be added the Province of Orissa, which for the administration of the Salt Revenue has been placed under the Madras Department. The salt is principally obtained by the evaporation of sea water which is conveyed by channels into shallow pans from backwaters and in some places directly from the sea or is pumped up from brine wells. Salt is also obtained to a less extent from salt swamps, and in many districts of the Presidency it is obtained without difficulty by the lixiviation of saline soils. In the year 1886-87, 2,434 factories were worked for the manufacture of crude saltpetre and 45 refineries. Salt is supplied free of duty for manufacturing purposes, and is sold at cost price varying from 6 annas to 12 annas a maund for fish-curing. The development in this industry is shown by the following table:—

	Weight of fish cured.		
	1884-85.	1885-86.	1886-87.
Maunds	547,386	745,793	826,804
Equivalent to tons.	20,108	27,396	30,373

The total number of yards open at the end of the year 1886-87 was 142.

The duties of the Department in connection with salt are to supervise the manufacture and sale of salt (so far as that manufacture is carried on on behalf of Government), to prevent the illicit manufacture or collection of salt, to issue licenses for the manufacture of Excise salt, to collect the duty on such salt, to watch that no salt is conveyed from Excise works without payment of duty, and to prevent fraud in connection with salt educed in the manufacture of saltpetre or employed in fish-curing and other industries. The Department has also

* Report of the Madras Salt Commission, 1876, Pages 78, 79. † *Ib.*, Page 247. ‡ *Ib.*, Page 202.
§ Report of the Salt Department for 1886-87, Pages 13 and 36.

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since the enactment of Act I of 1886 been charged with the protection of the Abkár Revenue.

The revenue actually collected on Salt by the Department amounted in 1878-79 to R1,46,32,145, and in 1886-87 to R1,37,58,758, but the whole revenue realized on salt consumed in the Presidency, including that realized in Bombay and Goa, amounted to R1,58,79,338 in 1878-79 and to R1,59,56,850 in 1886-87.

The area of the operations of the Department is divided into Circles which are placed under the charge of Inspectors—these circles vary greatly in extent according to the nature of the duty to be discharged in a circle—in some the duties are purely preventive, in others manufacture may be carried on at a group of factories and either on Government or private account, and some may comprise ports at which salt might be imported. The Inspector is assisted by Assistant and Sub-Inspectors and peons. Assistant Inspectors are placed in charge of Excise factories. A group of five or more circles constitutes a Division which is placed in charge of an Assistant Commissioner. There are nine Divisions which are divided into three Sections, each Section being placed in charge of a Deputy Commissioner. The Northern Section comprises the Divisions of Balasore, Chatrapur, Chicacole and Masulipatam. The Central Section comprises the Nellore, Chingleput and Arcot Divisions. The Southern Section comprises the Negapatam, Tinnevelly and Coimbatore Divisions. It must be understood that these Divisions do not embrace only the districts from which they take their name, for instance, the Calicut Division includes not only the districts of North and South Malabar, but Canara, Coimbatore and the Nilgiris. Similarly the Arcot Division includes the districts of Bellary, Kurnool, Anantapur, Cuddapah and Salem as well as the districts of North and South Arcot.

The Commissioner for Salt and Abkári has, under recent arrangements, been constituted a Member of the Board of Revenue. The salary of the appointment is R3,000. It is held by, and in future is to be reserved for, a Covenanted Civilian.

The officer second in rank in the Department is the Secretary who receives R1,500—1,800; this appointment is also held by a Covenanted Civilian. An Assistant Secretary on R500 is appointed from the gazetted officers of the Department. The present incumbent is a Eurasian. The gazetted officers in addition to those mentioned are the Deputy and Assistant Commissioners and Inspectors.

There are three Deputy Commissioners on salaries of R1,200—1,400.

The sanctioned scale provides for the appointment of 10 Assistant Commissioners, two in the 1st grade on R800, two in the 2nd grade on R700, three in the 3rd grade on R600, and three in the 4th grade on R500, but at the date of the return prepared for the Sub-Committee, there were no Assistant Commissioners in the 1st grade, and only two in the 3rd grade, while there were six in the 4th grade. One Assistant Commissioner of the 2nd grade is a Hindu, one of the 4th grade is a domiciled European, and another of the same grade is a Eurasian. The three Deputy Commissioners and seven remaining Assistant Commissioners are non-domiciled Europeans. Until recently one of the appointments of Deputy Commissioner has been held by a Covenanted Civilian. The sanctioned staff of Inspectors consists of eight appointments in the 1st grade on R400, twelve in the 2nd grade on R350, fifteen in the 3rd grade on R300, and twenty-one in the 4th grade on R250. There is also a grade of Probationary Inspectors on R200, the number of Probationers being apparently regulated by the number of probable vacancies in the superior grades. The return furnished by the Acting Secretary on August 11th, 1887, and which purports to show the number of officers actually employed, exhibits three Inspectors in the 1st grade, one European, one domiciled European and one Eurasian; nine Inspectors in the 2nd grade, of whom four are Europeans and five domiciled Europeans; five Inspectors in the 3rd grade, of whom one is a European, three are Eurasians and one is a Hindu; and twenty-four Inspectors in the 4th grade, of whom ten are Europeans, three are domiciled Europeans, five are Eurasians, five are Hindus, and one is a Mahomedan. The same return shows five Probationary Inspectors, of whom one is a European and four are Eurasians.

Excepting Clerks and Accountants, the only non-gazetted officers of the Department who receive salaries of R100 and upwards, are the Assistant Inspectors. Of nineteen officers in the 1st grade of this class on R175, four are Europeans, five are domiciled Europeans, eight are Eurasians, one is a Hindu and one is a Mahomedan. Of thirty-five Assistant Inspectors in the 2nd grade on R150, six are Europeans, seven are domiciled Europeans, thirteen are Eurasians, eight are Hindus and one is a Native Christian. Of twenty-three Assistant Inspectors in the 3rd grade on R125, eight are Europeans, five are domiciled Europeans, four are Eurasians and six are Hindus.

It appears that of one hundred and thirty-nine appointments, forty-seven are held by non-domiciled Europeans, twenty-seven by domiciled Europeans, forty by Eurasians, twenty-two

by Hindus, two by Mahomedans and one by a Native Christian, and that of ninety-two appointments held by Statutory Natives of India, fifty-nine are in the grades of Assistant Inspectors. There are five grades of Sub-Inspectors on salaries ranging from R50 to 70. The gazetted officers are appointed and promoted by the Government on the recommendation of the Commissioner; Assistant Inspectors are appointed and promoted by the Commissioner, as are also Sub-Inspecters, except those in the lowest grade who are appointed by the Deputy Commissioner.

The general rules respecting age and educational qualification for admission to the Uncovenanted Service apply to applicants in the Salt Department: thus no one can, except under the special orders of Government, be appointed who is over the age of 25 years, nor can any person be appointed unless he has passed the Middle School examination, or the Matriculation examination of an Indian University, together with the handwriting test at the Middle School examination, or some superior University examination. In addition departmental examinations are prescribed which must be passed by Inspectors and Assistant Inspectors within a certain period after appointment, but no rules apparently exist prescribing educational qualification for Assistant Commissioners, or requiring them to pass any departmental tests. It is, however, understood that although on the reorganization of the Department it was necessary to appoint to the superior grades men of advanced age, admission to the Department will hereafter be confined to young men who will receive their training in the Inspector grades. The Departmental tests are five in number. Test A, Criminal Law, embraces the Indian Penal Code, Evidence Act and Criminal Procedure Code. Test B, Salt, comprises the Salt Laws and Rules passed thereunder, the Standing Orders of the Board of Revenue relating to Salt, and certain other orders so far as they are applicable to the Salt Department; the circular orders of the Commissioner of Salt Revenue and the practice of the Department in cases not specially provided for by Standing Circular Orders or by Rules; the Report of the Salt Commission 1876, Dr. Ratton's Handbook of Common Salt, and the manufacture and chemistry of saltpetre. Test C, Accounts, consists of the Financial Codes and the Civil Travelling Allowance Code, so far as they relate to Uncovenanted officers employed in the Department; the Civil Account Code, Chapters I—VI, X and XV, and the method of keeping the accounts and rendering the returns in use in the Salt Department. Test D, Engineering, embraces surveying, mensuration of planes and solids, and the preparation of plans and estimates for the construction and repair of roads, offices, peons' lines, &c., embankments and channels. Test E, Linguistic, is intended to ascertain an officer's ability to converse generally in a vernacular language spoken in the Madras Presidency other than Hindustani, to read an *arzi* badly written in a difficult hand and badly spelt, and to write an order in the vernacular. All officers above the rank of Sub-Inspectors are also required to pass in English unless they are specially exempted by order of Government.

There are two grades in all tests other than Test E, Linguistic. Unless they are exempted, Inspectors must, before confirmation in their appointments, pass the examination in the higher grade in Tests A, B, C and D, and in two languages under Test E within the following periods:—Tests B and C at the first opportunity after one year's service; Test A at the first opportunity after two years' service; Test D at the first opportunity after three years' service; Test E in the language of the district in which the officer is employed at the first opportunity after 18 months' service, and in a second language at the first opportunity after two years' service from the date of passing in the first language, if not less than 12 months of the interval have been passed in employment in the district of which the second language is a vernacular. Assistant Inspectors are required to pass the examination in the lower grade in Tests A, B, C and D, and in one language under Test E before they are promoted to or confirmed in the 1st grade of their class, and they are not eligible, as a rule, for promotion to the Inspector grade, until they have passed the examinations prescribed for Inspectors. Hitherto the rules requiring Inspectors and other officers to pass departmental tests have not been enforced with stringency, because in the reconstitution of the Department it was necessary to allow time for qualifying. Some officers have been exempted owing to their age or to their having already passed similar tests in other Departments.

The Leave, Pension and Furlough Rules applicable to the Uncovenanted officers in the Salt Department are those prescribed for the Uncovenanted Service generally.

In 1886 the Government consulted the Board of Revenue, on a reference made by the Finance Committee, regarding the rates of pay to be adopted for appointments in certain Departments when they are held by Natives of India, and the Board of Revenue took the opinion of the Acting Commissioner of Salt and Abkári Revenue on the question. The Acting Commissioner replied that no necessity existed for any alternative scale of pay in the Salt Department, because Natives of India should not, in his judgment, be considered eligible for appointments

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above the grade of Inspectors, and because the salaries offered in that grade and in the grades below it were not more than were sufficient to induce Natives of sufficient education to take service, while the prospects of promotion were not promising and the work was arduous and necessitated larger expenditure than was incurred by officers in other Departments: he also pointed out that, if a Native or Eurasian should at any time be promoted to the Assistant Commissioner class, the two-thirds rule could not be applied as the pay of a Fourth grade Assistant Commissioner reduced by one-third would be less than that of a First grade Inspector. He, therefore, proposed that if Natives or Eurasians were appointed to the grade of Assistant Commissioner, their salaries in the lowest grade should be ₹450 instead of ₹500, and that the increment of pay in each grade should be ₹50 instead of ₹100. He, however, considered that this reduction of emoluments should not be applicable to domiciled Europeans. The Board of Revenue considered that no difference should be made in the pay of appointments carrying salaries not exceeding ₹200, having regard to the class of officers whom it was necessary to attract to the service; but for all appointments carrying salaries above that sum they considered that a reduced scale of pay might be adopted when the incumbents were Natives or Eurasians, and they proposed the following:—

	Present Pay.	Proposed Pay for Natives and Eurasians.
	₹	₹
Inspectors	250	240
	300	270
	350	300
	400	340
Assistant Commissioners	500	400
	600	470
	700	540
	800	600

The subjects of the special examinations which Inspectors are required to pass indicate the technical requirements for efficient service in the Department, to which must be added, since the Department has been charged with the administration of the Abkári Revenue, the laws and rules relating to Abkári and some knowledge of the chemistry of distilled spirits. It is also necessary that officers should possess some general education, activity, energy, ability to command subordinates, and good physique. With regard to the qualification of the several races who seek employment in the Department, the Acting Commissioner states that it is the policy to appoint to the grades of Deputy and Assistant Commissioners only European gentlemen educated in Europe, because it is essential that officers of those grades should be men who have received the best possible education, of active habits and fitted by their training to govern a large number of subordinates and enforce discipline; and these qualities he considers to be rarely found among those who have not received a European education. He further states that, in order to recruit these grades, there must also always be a certain proportion of Europeans who are not Statutory Natives in the lower grades. He maintains that in the Madras Presidency educated Natives are not accustomed to an active out-of-door life and cannot stand the exposure which such a life entails; that they evince a distaste for riding—an accomplishment which is absolutely necessary for the proper performance of the duties of a Preventive or Inspecting officer; that they do not, as a rule, attach sufficient importance to order and smartness, and that they lack firmness. He admits that some of the Native Inspectors and Assistant Inspectors have done, and are doing, very good work, and he thinks it probable that Natives who have received a training in the lower grades and become accustomed to exposure and hard work as well as to habits of discipline will prove efficient when they reach the higher grades. He considers that Europeans and Eurasians are most suited for the posts of Inspectors and Assistant Inspectors, and that for the grade of Sub-Inspectors Natives recruited from the classes more accustomed to out-door work are well adapted. He adds that Europeans are only posted to the Sub-Inspectors' grades temporarily in order to give them a footing in the Department during the period of probation required to ascertain their fitness for permanent employment.

The Salt Department is one of those exempted from the operation of the rule prohibiting the appointment of persons other than Natives of India to posts carrying salaries of ₹200 a month or upwards without the consent of the Secretary of State. In a letter No. 1599, dated June 13th, 1884, the Government of India invited the opinion of the Government of Madras on the question whether it was necessary to permit any longer the unrestricted employment of persons not being Statutory Natives of India in the Customs and Salt Departments, *i.e.*, whether these Departments might not be removed from the list of Departments excepted from the rule abovementioned. It was pointed out that it would by no means follow from this removal that Europeans not domiciled in India would be altogether excluded from service in these Depart-

ments, though they could not be appointed without the previous sanction of the Secretary of State. The Government forwarded the inquiry to the Board of Revenue, who called on Mr. Bliss, C.S., the Commissioner of Salt Revenue, for a report. Mr. Bliss replied that it was necessary to permit the unrestricted employment of Europeans in the Salt Department. He stated that he had experienced the greatest difficulty in obtaining officers for the force, and that he was still far from having overcome that difficulty, and that the withdrawal of the permission to employ suitable Europeans could not fail to affect seriously the efficiency of the Department. He mentioned that out of a total strength of 487 officers, upper subordinates, and clerks, drawing R100 a month and upwards, there were only seven whose duties did not involve constant hard work out of doors and exposure, both by day and night, and that, as there were few prospects of promotion for clerks except to an appointment involving out-of-door work, it was, generally speaking, only those educated Natives who were prepared and physically fit for out-door work who would join the Department even as clerks, and that the number of such men was small. He stated that, at that time, eighteen Graduates were employed in the Department; but that it would be long before he could rely on that class alone to furnish sufficient candidates of the requisite age and official experience to fill the better-paid posts of Inspectors and Assistant Inspectors, and when that time arrived he considered that it would be a question whether they would be able to stand the work. He expressed the opinion that generally they would be unable to do so, though he thought that some might who had been habituated by service in the Department to the hard work out of doors. He added that educated Natives would not enter the Department on the low salaries which represented the value of their services as untrained men.

He suggested that the Government of India argued from the knowledge of a very different class of men than that which was to be found in the Madras Presidency, and that, whatever might be the case elsewhere, educated Natives in that Presidency could not ride at all, nor could they walk or stand exposure as well as Europeans. He asserted that it was also a matter of general notoriety that educated Natives, as a rule, completely broke down under out-door work very soon after the age of forty-five, and very often much sooner. He mentioned that, at that time, there were two instances among the superior officers of the Department which supported this statement.

He stated that he drew a good many recruits from the classes of domiciled Europeans and Eurasians, but that they were not always nor altogether satisfactory: and that it too often happened that the domiciled European and the Eurasian had suffered in character from being brought up among low-caste native servants.

In the 6th paragraph of his letter Mr. Bliss maintained that, even if the supply of domiciled Europeans, Eurasians and Natives were sufficient to fill all the appointments of Inspectors and Assistant Inspectors, it would still be necessary to employ some non-domiciled Europeans to furnish materials for the Assistant Commissioner class. He stated that the average charge of an Assistant Commissioner comprised an area of about 17,000 square miles, and the command of a force of over 750 officers and men scattered over an immense area and not under the same control as they would be if concentrated at one station. Mr. Bliss felt sure that among the officials belonging to the classes of domiciled Europeans, Eurasians or Natives in the Madras Presidency, who would take the appointment of Assistant Commissioner, there were not half-a-dozen whom it would not be most unwise to entrust with such a charge. He declared that it was, in his opinion, essential that Assistant Commissioners should, as a rule, be European *gentlemen educated in Europe*. He professed that he had no prejudice in favor of any particular class, and desired only to get the best men for the work; and he looked only to fitness in the spirit of the Queen's Proclamation which, he submitted, was directly violated by any restrictions on the employment of duly qualified Europeans in the Salt or any other Department.

The Board of Revenue, in forwarding Mr. Bliss's letter to the Government of Madras, drew attention to his remarks in the 6th paragraph, with which they expressed their entire concurrence.

The Government of Madras, in a Resolution of September 22nd, 1884, No. 1062, Revenue, recorded its opinion as follows:—

"The Right Honorable the Governor in Council concurs in the views expressed by Mr. Bliss in regard to the officering of his Department, and observes that the reasons for which the Salt Department was originally excluded from the rule are still present, and that even in greater force, inasmuch as the work exacted from officers in the field under Mr. Bliss is more severe and calls for greater powers of physical endurance than was the case when the supervision of Salt operations vested in the ordinary District authorities. His Excellency is well aware of the

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difficulties experienced by Mr. Bliss in finding in Southern India suitable candidates for such employment, and would strongly deprecate any narrowing of the existing field of choice."

* * * * *

"So far from desiring further restriction, the Right Honorable the Governor in Council is of opinion that the restrictions already imposed are too sweeping in character, and would draw special attention to the remarks contained in paragraph 6 of Mr. Bliss's letter—remarks which have His Excellency's complete concurrence. While admitting the necessity of some restriction, His Excellency is of opinion that in every Department there should be a fair proportion of European officers, and that the existing rule, which has the effect of entirely excluding Europeans from employment in certain Departments of the Administration, should be modified accordingly."

Mr. Rajarathna Mudaliyar, Secretary to the Commissioner of Revenue Settlement, Land Records and Agriculture, who had also served as Personal Assistant to the Salt Commissioner, observed that the Secretary to the Commissioner of Salt and Abkári need not necessarily be a Covenanted Civilian, and that Natives, including Statutory Natives, should be eligible for appointment to the Salt Department. He thought that some Native Deputy Collectors are sufficiently qualified by physique and education to perform the duties of Assistant and Deputy Commissioners as well as those of Inspectors in the Department, and he advocated promotion from the grade of Inspector to that of Assistant Commissioner. He admitted that the Salt Department is not an attractive one owing to the unpleasant nature of the work and the liability to transfer; also that it is well known that Natives of good education and Graduates will be entertained as Assistant Inspectors, if they possess the necessary qualifications in other respects.

Mr. Rundall, Deputy Commissioner of Salt and Abkári Revenue, thought that there are few Natives who could aspire to the appointment of Assistant Commissioner in the Salt Department, which requires very considerable departmental experience. He considered that few Natives are qualified for employment in the superior grades of the Department, and that, generally speaking, Inspectors in the Department are not well fitted for the performance of the duties of Assistant Commissioners. He pointed out that Europeans are more free from connections in the country and more independent than Natives. He laid considerable stress on the necessity for an English education in the case of superior officers of the Department, and he remarked that very few applications are received from Graduates for subordinate appointments.

Mr. Millett, Personal Assistant to the Commissioner of Salt and Abkári Revenue, saw no necessity for restricting the superior grades of the Department to Europeans educated in England, and advocated the promotion of selected Inspectors to be Assistant Commissioners. From the rank of Assistant Commissioner upwards he would regulate promotion by seniority and merit.

Mr. Ditmas, Assistant Commissioner of Salt and Abkári Revenue, did not think it necessary to restrict the recruitment of the upper grades of the Department to Europeans educated in Europe. He would allow men, if fit, to rise from the grade of Sub-Inspectors to the controlling grades, but he remarked that in the Department, as at present constituted, there are very few, if any, men in the lower grades who are qualified for the superior posts. He pointed out that one of the principal requisites for the post of Inspector is good physique.

Mr. P. Konan Menon, a Third grade Inspector of the Salt Department, considered that Natives are in many respects better qualified than any other class to fill the superior as well as the inferior grades of the Department owing to their intimate knowledge of the language and habits of the people, which facilitates the detection of smuggling. He contended that there is no unwillingness on the part of Graduates to enter the Department, and that they should be appointed Assistant Inspectors and gradually rise to the higher grades of Inspectors, Assistant Commissioners and finally Commissioner.

Mr. Vasudeva Naidu, a Fourth grade Inspector, observed that the higher grades of the Department should be open to Natives, amongst whom perfectly qualified men could readily be found. He complained of the discourtesy with which Native subordinates are treated by their immediate superiors, but he admitted that cases of discourteous treatment had not been brought to the notice of the head of the Department.

Mr. Subramaniya Aiyar, Editor of the *Hindu* newspaper, saw no reason why Natives should be excluded from the higher ranks of the Salt Department in favour of European gentlemen educated in Europe, and he complained that the Native subordinates are treated unfairly in regard to promotion. He pointed out that the grades of Inspectors and Assistant

Inspectors, though not nominally closed to Natives, practically consist of European and Eurasian officers. He contended that there is no ground for stating that Europeans and Eurasians have hitherto done better work than Natives in the Salt Department. He also urged that, owing to their knowledge of the people, Natives are better fitted than Europeans for the post of Inspector, and he complained of the want of encouragement shown to the few Native officers now in the Department. Lastly, Mr. Subramaniya Aiyar advocated appointments to the Department being made by a system of competition amongst candidates possessing the necessary physical and intellectual qualifications, and he remarked that the existing system of appointments is based on a principle opposed to the Statute of 1833 and to the Royal Proclamation. In cross-examination he admitted that he was not aware of the fact that, owing to misconduct, certain Native Inspectors had been denied the promotion which they would otherwise have received.

Mr. Beeson, an Inspector, observed that he had found no difficulty in his dealings with the magistracy and other officials in connection with the management of his Circle, which is considered a very important one. He referred unfavorably to the behaviour of certain junior officers who had served under him in training for Inspectors.

Mr. Narayn Assami Chetti, a Vakil, considered that the Inspectors, Assistant Commissioners and Deputy Commissioners of the Salt Department should be recruited, if not from Natives who have not yet entered the public service, at least from Natives who have shown themselves qualified by service in the Police, Revenue, or Judicial Departments, or when practising at the Bar. He thought that the appointment of Commissioner of Salt Revenue might, for the present, be properly reserved for a Covenanted Civilian, and he had reason to believe that Natives had done good work in the Salt Department as Inspectors.

Mr. Merriman, Deputy Commissioner of Salt and Abkári Revenue, Northern Division, in a written communication, expressed an opinion that it would be well if the officer who may in future be appointed to the post of Secretary to the Salt Commissioner were first required to hold charge of a division for a few years. He expressed entire concurrence in the view that the appointments of Deputy and Assistant Commissioners in the Salt Department should be reserved, as a general rule, for European gentlemen educated in Europe, because men who fulfil this condition are the best men for the posts. He saw no objection to the promotion of Assistant Commissioners to be Deputy Commissioners, but he was strongly of opinion that the invidious system of allowing young English gentlemen to enter the Department by a side-door, as it were, with a view to their eventual promotion over the heads of many worthy and deserving officers, should cease as soon as practicable. In order to effect this object he urged that the officers should be selected and appointed in England. He thought that the Inspector class could be best recruited from Natives, Eurasians and domiciled Europeans, and he would only allow non-domiciled Europeans to serve as Inspectors so long as the Assistant Commissioner grade continues to be recruited from the former class. He would confine all appointments in the Sub-Inspector class to Natives except in the case of properly educated Eurasians and domiciled Europeans who might be taken on in the higher grades to learn their work with a view to their eventual promotion to the grade of Inspector, through the Assistant Inspector class. As regards Assistant Inspectors, Mr. Merriman thought that well educated Natives, Eurasians and domiciled Europeans, are all equally suitable, provided that as Sub-Inspectors they prove themselves intelligent and hard working.

Mr. Sneyd, Deputy Commissioner of Salt and Abkári Revenue, Central Division, thought that a Native would be fully competent to fill the position of Inspector in charge of a Circle, provided that he was originally appointed as a Sub-Inspector and required to work his way up through the grade of Sub-Inspector before being placed in such a responsible position. He held that Europeans and Eurasians are the best officers for Factory work and Natives for Preventive Circles, as, in the former case, common sense and physical endurance are the most important qualifications, and, in the latter, shrewdness and detective ability.

Mr. Rundall, Deputy Commissioner of Salt and Abkári Revenue, Southern Division, observed that the work of the Department is, as a rule, exceedingly severe and trying, and that experience has shown that the better educated of the Native officers are inferior to most of the Europeans and Eurasians in stamina, endurance and capacity to bear constant exposure. He considered that only a few exceptional Natives are likely to make really efficient Inspectors, inasmuch as most Natives lack the qualities requisite to ensure and enforce discipline and to secure obedience to their orders. He urged that it is essential to recruit Europeans and Eurasians in order to provide for vacancies in the grade of Inspectors, as Natives of proved capacity are limited in number.

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The Sub-Committee was favoured with notes by Mr. J. McLeod Campbell, C.S., at the time Acting Commissioner of Customs, Salt and Abkári; by Mr. J. G. Moore, C.S., the Acting Commissioner and Departmental member; by Mr. C. B. Pritchard, C.S., who organized the Department, and by Mr. W. Porteous, C.S., the Acting Collector of Salt Revenue. From these notes the following particulars are mainly derived:—

Act XXVII of 1837 entrusted the administration of the Salt Revenue in the Presidency of Bombay to the Collectors of Districts; but empowered the Governor in Council to transfer the superintendence of the Salt Revenue to any other functionary. Subsequently, up to 1871, the administration of the Salt Revenue was committed to a Commissioner; the control of the manufacture of Salt and the collection of the Excise duty were combined with the Customs administration at what are known as the Continental ports of the Presidency as distinguished from the port of Bombay. The Commissioner's staff consisted of two Deputy Commissioners, four Assistant Commissioners, and two Coast Guard Inspectors, who were Europeans, and the subordinate Native establishment. The existence of malpractices to the detriment of the revenue suggested the necessity for closer and more effective supervision; consequently in 1871, the Government determined to place the management of the Salt Revenue in the hands of a separate officer, and Mr. Pritchard was appointed Collector of Salt Revenue. In 1878 the charge of Customs, Opium and Abkári was made over to the same officer; and in 1882 the Department was again brought under the control of a Commissioner, Mr. Pritchard being promoted to the office. The effect of the reorganization of the Department is shown by the following figures:—

In 1874-75 the collections from Salt Revenue amounted to R76,26,182; in 1886-87 they had increased to R1,79,21,847; during the same period the expenditure rose from R7,51,878 to R23,49,154; but of the latter sum, R59,878 represent the expenditure on ports, buoys, beacons and light-houses. The balance of R22,89,276 represents the expenditure under the head of Abkári as well as Customs and Salt.

The administration of the Salt Revenue being combined with that of other sources of revenue, the duties of the staff of the Department in the Bombay Presidency are multifarious. In connection with Salt it is employed in supervising the manufacture of that article on account of Government, and in controlling its manufacture by persons to whom licenses have been issued, in collecting the excise duty thereon, and in preventing the illicit manufacture of salt and evasion of duty and the smuggling of salt into Rajputana, Central India, and Ahmedabad.

It is likewise incumbent on it to prevent the introduction of smuggled opium from Rajputana and Central India into Guzerat.

In connection with Customs it is responsible for the enforcement of the laws relating to Customs duties, merchant shipping, the registration of vessels and the conveyance of passengers by sea and is charged with the registration of Customs statistics, the conservancy of the ports and the management of the beacons, buoys and light-houses throughout the Presidency except at the port of Bombay.

In connection with Abkári it manages the distilleries from which the town and island of Bombay and the adjoining districts of Thana and Kolaba draw the chief part of their supply of country spirit, assesses the excise on the whole of the spirit produced at them, and collects so much of the duty as is assessed on spirit intended for consumption in Bombay.

Exclusive of imported salt, of which the amount is inconsiderable, the sources of salt supply in the Bombay Presidency are the Government Salt Works at Khárághoda on the border of the Runn of Kutch where *Baragara* or large crystal salt is manufactured from brine wells, and the sea-side works where small-grained salt is obtained by evaporation from sea-water.

The sea-side works are divided by Mr. Porteous into four groups—

(*a*) the works in Gujarat,
(*b*) the works in the Northern Konkan,
(*c*) the works in the Southern Konkan and Kanara, and
(*d*) the works in Portuguese Territory.

The works at Khárághoda and in Gujarat are the property of Government: at the former the manufacture is carried on departmentally, at the latter the salt is manufactured by holders of yearly licenses at their own risk and sold at a uniform rate of 2 annas per maund, out of which a royalty of 9 pies is retained by Government and the balance is paid to the manufacturers.

The other sea-side works are either the property of private owners or are let to farmers on short leases. The owners or farmers dispose of the salt to purchasers, its price being a matter of agreement; and the duty is recovered on the removal of the salt from the works.

The area over which the operations of the Department extend, is divided into eight ranges:—

(1) Khárághoda.	(5) Alibag.
(2) Northern Frontier.	(6) Ratnagiri.
(3) Surat.	(7) Goa.
(4) Thana and Uran.	(8) Kanara.

Each range is in charge of an Assistant Collector, except the Uran and Alibag ranges which are hereafter to form the charge of one Assistant.

The Khárághoda range, situated on the borders of the Runn of Kutch, comprises the area within which, as has been stated, salt is manufactured departmentally on account of Government. The Assistant in charge of the range has to supervise this manufacture, to preserve order in the village in which the work-people live, to arrange for the removal of the salt by rail, and from time to time, to visit the depôts at which it is stored. The Superintendent of the Northern Frontier Line discharges the duties of a Preventive officer. Mr. Porteous describes the line as a path 40 feet wide hedged and ditched on each side throughout the greater part of its length. Starting from Bholad at the head of the Gulf of Cambay it runs due east for about 30 miles, then turns to the north and continues in that direction to Mavsari on the borders of Marwar. For the first part of its course it separates Kathiawar from Ahmedabad, from thence northwards passing Khárághoda it separates the Runn of Kutch on the west from the Native States on the east. Its entire length is about 150 miles. It is guarded by an armed police upwards of 800 strong, and of whom more than 100 are mounted and, during nine months of the year, by an additional number of guards which bring the strength of the force up to nearly 1,000. This force is officered by from fourteen to sixteen Inspectors. An Inspector's beat is in length upwards of 10 miles.

The duties of the Assistant are to visit each Inspector's beat and to ascertain that watch and ward are properly kept so as to prevent opium from being smuggled from Rajputana and Central India into Kathiawar, and salt from being smuggled from the west of Sind into British territory, to inquire into arrests and complaints, and to take such steps as may be from time to time necessary for the protection of the revenue with the least inconvenience to the public.

The Assistant in charge of the Surat range supervises the sea-side salt works on the Gulf of Cambay from Damaun northwards as well as the Customs collections at the several ports within that area. The Assistants in charge of the ranges to the south of Damaun perform similar duties in respect of the salt works within their respective ranges, excepting always the port of Bombay.

The establishment subordinate to Assistant Collectors in charge of such ranges is divided by Mr. Porteous into two branches—the Administrative and the Preventive. In the Administrative branch an officer named a Sazedar is placed in charge of a group of salt works, generally with an Assistant to help him. It is the duty of the Sazedar to register the salt made, to prevent the removal of any salt that has not been registered, to supervise issues, to keep the stock account and to see that the peons provided to guard the works are attentive to their duties. The Sazedars are subordinate to Sarkarkuns, whose business it is to receive the duty payable on salt manufactured within the area of their charges, to arrange for its weighment, issue permits and keep the accounts of their talukas. The Preventive establishment is employed to watch the approaches to the salt works, to reweigh the salt after it has been removed from the factories and, generally, to act as a check on the Administrative branch. This branch is officered by Inspectors in charge of preventive stations with Darogas and Karkuns and a staff of peons.

One Assistant Collector is the Superintendent of the Government Coast Guard Service. On him devolves the management, equipment and upkeep of a fleet of fifty boats, salt barges, steam launches, revenue cruisers and tour boats with their crews. He has also charge of fourteen light-houses along the coast of the Bombay Presidency from Coompta to the north of the Gulf of Cambay.

Up to the date at which the present inquiry was held, one Deputy Collector was in intermediate charge of the Northern ranges, and another of the ports, light-houses and sea-side salt-works south of Damaun; but, owing to the recommendations of the Finance Committee, the Deputy Collectorship of the Northern Division has been abolished. At the head of the

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Department is the Commissioner of Customs, Salt, Opium and Abkári, who must by law be a Covenanted Civilian, and whose salary and duties have been described in the note on the Customs Department.

The administration of the Department in subordination to the Commissioner is committed to the Collector of Salt Revenue, who is always a Covenanted Civilian. Since the return was furnished by Mr. McLeod Campbell, the staff has been reduced. There is now one Deputy Collector, a Covenanted Civilian, on ₹1,000, two Assistant Collectors of the 1st grade on ₹800, two of the 2nd grade on ₹600, three of the 3rd grade on ₹450, and two of the 4th grade on ₹350. There is also a Native Assistant to the Collector on ₹300. One of the Assistant Collectors is a domiciled European and two are Parsis, the other Assistant Collectors are non-domiciled Europeans. The Native Assistant is a Hindu. These officers are appointed by His Excellency the Governor, generally from men outside the Department; but appointments are occasionally made from the non-gazetted grades, and three of the present staff of Assistants were so appointed. On two occasions Staff Corps officers have been brought into the Department to take charge of the Northern Frontier Preventive line, but they have both returned to Military service, and the post is now held by an officer selected from the Police Department. The Assistant Collector at Goa was appointed owing to his special qualifications for the charge of an account office, and the Assistant Collector at the head of the Coast Guard Service entered the Department in the non-gazetted ranks and was promoted as a reward for long and good service and on account of his nautical knowledge. The promotion of Assistant Collectors in the grade is regulated by seniority.

By rules published on the 7th August 1874, every officer appointed to be or to act as an Assistant Collector of Salt Revenue is required to pass on the first opportunity after six months from the date on which he joins his appointment an examination in at least one vernacular language of the Presidency—Marathi, Gujarathi or Kanarese—and an examination in the following subjects—The Indian Penal Code; Criminal Procedure Code; Chapters 2, 7, 9 and 10 of the Indian Evidence Act; the Salt Acts, Sea Customs Acts and the Port and Port Dues Acts in force in the Bombay Presidency for the time being. Questions must be answered without the assistance of books, and if an officer fails to pass the examinations, he may be removed from his appointment. Within twelve months after passing the first examination an Assistant Collector is required to pass an examination according to the higher standard test in the vernacular language of the district to which he may have been appointed, and if before passing his examination he is transferred to a district of which the vernacular language differs from that of the district to which he was originally appointed, he is required to pass an examination according to the higher standard test in the vernacular language of the district to which he may have been transferred within one year from the date of his transfer; but if before his removal he has passed the higher standard examination in the vernacular of the district to which he was originally appointed, he is required to pass the less severe examination in the vernacular of the district to which he may be transferred. If he fails to comply with the rule regarding the second examination in the vernacular language within the time specified, he is allowed an extension of six months' time. But if at the end of that period he has failed to pass, the rule directs that he shall be removed from his appointment.

Within twelve months from the date of passing the first examination in Law every officer appointed to be or to act as an Assistant Collector of Salt Revenue is required to pass a further examination in the Indian Penal Code and Amending Acts; the Code of Criminal Procedure; the Indian Evidence Act; the Acts relating to Salt, Sea and Land Customs, Ports and Port Dues, Opium and Abkári for the time being in force in the Presidency and in the Acts relating to the Registry of Vessels, Passenger and Pilgrim Ships, and Arms and Ammunition. One extension of six months is allowed in the case of this examination also, and failure to pass it within the extended period subjects an officer to the loss of his appointment.

An officer is considered to be on probation until he has passed the second examination in Language and Law, and if he has not passed both of those examinations at the earliest period prescribed, a deduction of 20 per cent. is made from his salary until he has succeeded in passing. All officers of the Department drawing salaries of ₹100 and upwards may, with the permission of the Collector of Salt Revenue, present themselves for examination, and if they pass, receive certificates of qualification. It has been the practice hitherto to appoint an officer to be a Supernumerary Assistant Collector in the first instance. By a Resolution of the Government, dated 10th January 1882, it was determined that no Supernumerary Assistant Collector should be appointed to be or to act as an Assistant Collector until he had passed the Higher Standard examinations.

There are fourteen Coast Guard Inspectors, one on ₹250, two on ₹200, one on ₹175,

one on R150, one on R125, and two on R100. These officers are Europeans, and one of them is a domiciled European. Of the six Coast Guard Inspectors who receive less than R100, five are Parsis.

There are fifteen Inspectors and Assistant Inspectors on the Northern Frontier Preventive Line: two, who are Mahomedans, on R400; two, a domiciled European and a Eurasian, on R300; two, a domiciled European and a Parsi, on R200; three Europeans, of whom two are non-domiciled, on R150; and three Europeans, of whom two are domiciled, on R100; the other three officers of this class, who receive salaries of less than R100, are Natives.

Of eight Preventive Inspectors, two, who are Eurasians, receive R175; two, of whom one is a domiciled European and the other a Eurasian, R150; two, who are Hindus, R125, and one, a Hindu, R100; the eighth officer of this class, a Hindu, receives only R75.

The Superintendent of the Salt Depôt at Khárághoda, a domiciled European, receives R300, and his Assistant, a European, who is not domiciled, R200. The Superintendent of the Salt Depôt at Ahmedabad is a Hindu on R150, and the Superintendent of the depôt at Udu, a European, receives R100.

Of the staff at the Uran distillery, the Supervisor, a European, receives R300—450; the Assistant Supervisor, a European, R150—275; and the Head Gauger, a Portuguese Native, R75—100.

The Port Officer at Karwar, a European, receives R300; the Special Officer at Cambay, a Hindu, receives R150.

Of the Sarkarkuns and Darogas, twenty-four receive salaries of R100 and upwards; two Sarkarkuns on R250 are Hindus; of two Sarkarkuns on R200, one is a Hindu and the other a Parsi; one Sarkarkun on R175 is a Hindu; three Sarkarkuns on R150 are Hindus, as is also one Daroga on the same salary; two Sarkarkuns on R125 are Hindus, and a third appointment on the same salary was vacant at the date of the return. Two Sarkarkuns on R100 are Hindus; of five Darogas on R100, two are Hindus and three are Parsis.

In the Goa establishment, one Sarkarkun on R200 and one Inspector on R125 are Hindus; one Sarkarkun on R125 is also a Native of India.

Appointments to the subordinate executive grades are made generally by promotions from the ministerial grades of the Department, but officers are occasionally brought in from other Departments under the Commissioner, or from the Land Revenue Department on account of their special qualifications. It is not, however, the practice to appoint to vacancies in those grades any one who has not previously been in Government Service.

No educational test is insisted on as a qualification for first appointment to the Preventive Service. Under a Departmental rule candidates for first appointments to the English branch of the Department are required to have passed at least the Matriculation Examination; and the first-class Public Service Educational test, for which a knowledge of the English language is necessary, has been prescribed since 1884 as the minimum qualification for admission to the Vernacular branch of the Department. This rule, however, is relaxed in favour of certain candidates. An officer appointed to any of the grades before mentioned is required to pass a departmental examination within two years; otherwise he is liable to forfeit his appointment.

The Commissioner appoints to all places carrying salaries of R100 and upwards, and to all Sarkarkunships, Inspectorships and Darogaships, whatever the pay. The Collector makes all other appointments except to posts carrying salaries not exceeding R20 in the Vernacular branch in the Southern Division, to which posts appointments are made by the Deputy Collector of that Division.

Promotion is regulated generally by seniority, but physical fitness or special aptitude is taken into account in filling the more responsible appointments.

The conditions of service in respect of pay, pension and furlough are regulated by the ordinary provisions of the Civil Leave and Pension Codes.

The Superintendent of the Coast Guard Service must be a trained seaman and have a thorough knowledge of everything connected with the sailing and management of boats, their equipment, upkeep, &c.

The professional attainments essential for efficient service in the other branches of the Department are indicated by the nature of the examinations which the officers are required to pass and which, as has been stated, include the Salt Acts, the Opium and Abkári Acts, and the Customs and Port Acts. Some knowledge of chemistry is also useful for certain officers of the Department.

Mr. McLeod Campbell reported that all classes of the community seek employment in the Department, and that the gazetted officers are for the most part of the class which furnishes the European recruits to other branches of the Uncovenanted Service, *viz.*, the sons or near

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relatives of old Indian officers. While admitting that much of the work of an Assistant Collector may be efficiently carried on by well-selected Native officers, Mr. McLeod Campbell considered it desirable that particular charges in the Department should be held by European Assistant Collectors, especially those of the Northern Frontier, the Runn Salt works and the Coast Guard Service. As regards the respective capabilities of Europeans and Natives to fill places of important trust and great responsibility, he referred to a passage in the report presented by the present Departmental member to Government in July 1886. Mr. Moore then wrote as follows:—"The educated Natives of India are in ability on a par with, and some of them are superior to, the European agency employed in this country, and they are therefore, on intellectual grounds, fit for almost any place under Government; but save in the case of a few honorable exceptions, they have not acquired that independence of character and that high moral standard which generally characterize the European officer; nor are Natives generally equal to Europeans in physical capacity and in courage at times of emergency when that quality is absolutely essential."

Mr. McLeod Campbell considered that it was not desirable to reserve the appointments of Assistant Collectors for officers of any particular nationality. He deemed it unnecessary to reserve them all for Europeans and unwise to appoint Natives to any large proportion of them. He mentioned that in the Frontier Preventive Service a few of the European Inspectors were of the class which furnishes most of the gazetted officers, but that the majority of them as well as of the officers in the Coast Guard Service were country-born and bred; and that there were several Eurasians and a few Mahomedan and Parsi Inspectors. He pronounced the domiciled Europeans and the Eurasians the most efficient for the duties of Coast Guard and Northern Frontier Inspectors; but he declared that the Inspector of the new Salt works at Khárághoda, a Mahomedan, though a man of little education, had proved himself eminently efficient. He considered that one Parsi, a Coast Guard Inspector, was also very efficient, and that, as a rule, Parsis were good out-door men whom he would desire to enlist in larger numbers. He stated that the same observations applied to Mahomedans. Respecting the Hindus, generally Brahmans or Parbhus, who constituted the majority of Sarkarkuns, he stated that while they were excellent at office work, they were, with some notable exceptions, wanting in the qualities necessary for officers engaged on out-door work.

The Departmental member is of opinion that the Assistant Collectors in charge of the Khárághoda Range, the Northern Frontier Line and the Coast Guard Service, should be Europeans; that the Native Assistantship should be filled by a Native; and that the other five appointments should be given to Europeans and Natives alternately, a Native being appointed to the first vacancy. For Coast Guard Inspectors, he is of opinion that Europeans are best qualified; but he has no objection to the employment of Natives suited for the appointments. He also entertains no objection to the appointment of properly-qualified Natives to the posts of Inspectors and Assistant Inspectors on the Northern Frontier line, though he observes that great physical energy is required for these duties; nor does he object to their employment as Preventive Inspectors whose position he characterises as entailing responsibility and involving large pecuniary interests. He considers it desirable that the Superintendent of the Salt Department at Khárághoda should be a European as that officer has much to do with the Railway officials, and the work is both onerous and important. The other officers of this class might, he states, all be Natives. He considers that the Supervisor at the Uran distillery should be an officer in no way connected with India, though his Assistant might be a Native. He observes that the Sarkarkuns and Darogas are all Natives, and he advocates no change in this respect, though he thinks it would perhaps be desirable that the Sarkarkun in the Kanara Collectorate should sometimes be a European, as the post is one of difficulty owing to the prevalence of smuggling.

Speaking generally, he considers that it would be very unwise to have officers of one nationality only in one and the same Department, and he would prefer, where he could do so, to mix up Europeans, Mahomedans and Hindus. He considers the Native hardly qualified for an appointment which brings him into personal contact with uneducated Europeans, inasmuch as the latter are prejudiced against Natives and prone to quarrel with and obstruct them. He suggests, as an instance, that a Native Preventive Officer of Customs would find it disagreeable and difficult to discharge his duties; but for other appointments he professes that he would choose the best man whether he was a European or a Native. Intellectually, he believes that the latter would, as a rule, be preferred; physically, the European.

Mr. Porteous, C.S., Collector of Salt Revenue, described in detail the constitution of the Department and the duties which devolve upon the several classes of officers. He considered that the appointment of Deputy Collector of the Southern Division and some of the charges

of Assistant Collectors (*viz.*, those at Surat, Goa, the Runn works, and the Northern Preventive Line) should be reserved for Europeans. To these appointments Mr. Porteous subsequently added the post of Superintendent of the Coast Guard Service. He saw no objection to appointments to the Department being made by competition after nomination, and he thought that, with the exception of the special appointments abovementioned, Natives of the class of Deputy Collectors in the Land Revenue Department are qualified to be Assistant Collectors in the Salt Department.

Mr. Acworth, C.S., Deputy Collector of Salt Revenue, in charge of the Southern Division, considered that Natives might hold at least four out of the five Assistant Collectorships in his Division, and possibly the whole five if sufficiently good men could be found. He expressed an opinion that the best recruits for the appointments of Assistant Collectors in the Department are furnished by Inspectors in the Salt and Abkári Department, and that more responsibility in the matter of making appointments should be thrown on the Commissioner as affording the best means of ensuring the appointment of good officers. He considered that a higher social status is required on the part of the superior Custom House officers than on the part of Deputy Collectors in the Revenue Department, because the former are called on to exercise control over Europeans. He expressed himself as favorable to the more extensive employment of Natives as Assistant Collectors.

Mr. Bulkley, Assistant Collector, who had recently been in charge of the Northern Preventive Line, observed that the work of Inspectors in the Department is not, in his opinion, congenial to Natives owing to the night work involved and the necessity for frequent and long journies on horse-back. He added that Inspectors are left very much to themselves during a considerable portion of the year, and that it is necessary to rely entirely on their word or their diaries for particulars of what happens during that period.

Mr. McCann, Superintendent, Coast Guard Service, did not consider that the duties of his office could be discharged by a Native, having regard to the nature of the work involved which is uncongenial to Native tastes. With the exception of two Parsi Coast Guard officers in the Northern Division, he believed that there are no Natives in his branch of the Department.

Mr. Bocarro, who represented an East Indian Association, urged that East Indians (meaning, it was understood, British Indian subjects of Portuguese extraction) possess the same qualifications as Eurasians, and that the former equally with the latter should be regarded as eligible for appointments to the Salt Department as Assistant Collectors and Inspectors.

Mr. Mádhavráo Somji, Native Assistant to the Collector of Salt Revenue, who entered the Department in 1850 on a salary of R4 and had risen through the several grades to his present pay of R300, admitted that certain of the appointments in the superior grades of the Department could not be efficiently filled by Natives, but he maintained that Natives might be appointed to about one-half of the posts.

Mr. Pritchard, C.S., Acting Commissioner in Sind, who had been in charge of the Salt Department since 1871 to within a few months before the present enquiry, observed in a written communication, that when he joined the Department it was manned entirely by Natives and that smuggling was rife in many forms. In order to provide proper supervision over the subordinate establishments, it was decided to increase the number of European Assistants, it having been proved that much closer and more constant European supervision was required both at the salt works and on the frontiers. Mr. Pritchard observed that anything of the nature of systematic smuggling has now ceased to exist, and he expressed his confident belief that this result could not have been obtained without the aid of European Assistants and Inspectors, and will not be maintained if any material diminution is made in the number of Europeans employed in any grade of the Department. He pointed out that the proportion of the European to the Native employés is very small, the Europeans now being less than 40 and the Natives about 5,000, and that the Europeans have not been allowed to absorb all the best-paid appointments. He remarked that in some cases Natives have worked well as Inspectors, but that they dislike the isolation and hardships of work on distant lines. He observed that the Coast Guard Service is unpopular with Natives, and he had found it extremely difficult to meet with Natives competent for the work and willing to undertake it. His experience had been that Europeans as a class are distinctly better qualified than Natives as a class for the work involved in the charge of the more important preventive stations. He pointed out the great importance of promptly checking irregularities and of employing a supervising agency which could be trusted to detect irregularities when committed and to bring delinquents to punishment. If supervision were relaxed, he thought that the average weighment error at the salt works would rapidly and surely increase, thus entailing a very large financial loss

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upon the State. In regard to the agency which should be employed, Mr. Pritchard deprecated the appropriation of any particular classes of appointments either to Natives or Europeans, but preferred the employment of persons of both races indiscriminately in the places for which individually they might show aptitude. He would not fetter the Executive Head of the Department as to the number of Europeans to be employed or in the choice of men to fill particular appointments, beyond a general order that he should not employ a European in any post for which he might be able to select a competent Native; or as an alternative that he should report to Government his reasons for selecting a European on the occasion of every such appointment. As regards recruitment for the superior grades of the Department, Mr. Pritchard observed that the work of the Collector differs greatly from that of Land Revenue Collectors, and that the officer selected for the post should be a man of active habits and with some resource and power of command, who is moreover likely to hold the appointment for some length of time. In regard to the Assistant Collectors he remarked that officers of this class should be practical men of active habits and fond of out-door work. He did not believe the work to be congenial to average educated Natives, and he was not aware of any instance in which a Deputy Collector of Land Revenue or a man who expected to rise to a gazetted appointment in that line had applied for an appointment in the Customs or Salt Department. He maintained that, as the number of superior appointments in the Salt Department has recently been reduced by two, it is more than ever necessary that all the Assistant Collectors should be thoroughly efficient officers, and he expressed a strong opinion that the practice of the Northern India Salt Department should be followed in Bombay, and that, as a rule, Assistant Collectors of Salt Revenue and of Customs should be promoted from among the members of the subordinate branches of the service. For the three appointments of Assistant Collectors in the Bombay Customs House, he thought that Europeans and Natives might be selected in turn, and he added, "the great majority of the appointments of Assistant to the Collector of Salt Revenue should be held by Europeans, but I would admit occasionally Natives who may have shown capacity for the particular kind of work that they will be called on to perform." Mr. Pritchard considered that the post of Collector of Customs at Bombay should be held by a Covenanted Civilian. He observed that the Customs Collectors at all the outports are Natives, and that the Customs procedure for the whole Presidency is set in the Bombay Customs House. He pointed out that the Collector of Customs has also to hold his own in matters of Government interest with the Bombay Port Trust—a powerful corporation, the majority of its members being Europeans; and has also to deal constantly with questions affecting commercial interests, with which Europeans firms are principally concerned. Lastly, Mr. Pritchard saw no objection to the admission of a larger number of Natives to the Preventive Service if men can be found competent and willing to do the work.

Mr. Hill, Assistant Collector of Salt Revenue, advocated the enlargement of the extent of control at present exercised by Assistant Collectors over their ranges, and observed that if an Assistant's work is to remain as it is, any British-born subject, whether European or Native, is qualified for these appointments, and that selection should be made from the superior non-gazetted officers of the Department. If more control is given to Assistant Collectors, he thought that Natives might be appointed in the proportion of one to every two Europeans, candidates being required to pass a qualifying examination and to go through a period of probation.

Appendix O. 17.

SURVEY DEPARTMENT.

INDIA.

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The following extract from the Report of 1877-78 explains the present constitution of the Department:—"On the 1st January 1878, the three branches of the Survey Department, *viz.*, the Great Trigonometrical, the Topographical and the Revenue, were amalgamated. Up to that time they had been virtually separate Departments, each with its own cadre of officers and establishments of European and Native Surveyors and its own Superintendent. When the three Departments were first formed—which was at different times—the duties which each had to perform were essentially distinct. The Trigonometrical Survey was required to furnish the basis on which all Surveys of interior details were to rest and the framework within which they were to be fitted and connected together. The Topographical and Revenue Surveys were to furnish the interior details; the former was to survey—by the method of plane-tabling—the whole country including Native States and British territory, with the exception of the richer British Districts paying a large revenue; these districts devolved on the latter and were surveyed on a larger scale and on a different *modus operandi*, which was better suited for the determination of exact areas in order to meet the requirements of the Revenue and Settlement officers. In course of time, however, work which was originally intended to be executed by only one of the three Departments had come to be undertaken to a greater or less extent by the others. The Great Trigonometrical Survey was approaching completion, and for many years a large proportion of its Surveyors and higher officers had been employed in Topographical surveying on various scales, both the small which are required for preliminary survey and reconnaissance, and the large which are needed for elaborated and detailed survey. The Topographical Department, though originally intended for the primary general survey of India, had similarly to undertake detailed surveys on large as well as preliminary surveys on small scales. The Revenue Department which was originally intended for surveying the rich British Districts in the plains of India, leaving the delineation of all hilly country and difficult ground generally to the Topographical, had for some years been largely employed in the Topography of Hill Districts on a Trigonometrical basis. Thus the duties of the three Departments had become gradually intermixed * * *. So long as three separate Departments separately administered existed, the transfer of a Surveyor from one to the other, though very often desirable in the interests of the public service, was attended with so many difficulties that it was scarcely ever carried out * *. The time had obviously arrived for combining the three separate cadres * * * into a single cadre."

The work of the Survey Department is thus described in the same report. It "may be broadly divided into three classes, excluding the principal triangulation, the geodetic operations, the tidal investigations and much miscellaneous work of a scientific nature which the Department is called upon from time to time to perform. The three classes of ordinary survey are, *1st*, the General survey on the standard scale of 1 inch to the mile of the hilly, more rugged and poorer portions of the British Districts and of the whole of the Native States; *2ndly*, the Mauzawar or village survey on the scale of 4 inches to the mile of the richer portions of British Districts as an end to the operations of the Settlement Surveys; *3rdly*, the Cadastral or field survey on the scale of 16 inches to the mile of British villages in supersession of the field measurements of the Settlement Surveys." At the date of this report the agency employed in the operations was mixed European and Native. In the Topographical Survey the European element slightly predominated and took the greater share of the plane-tabling in Hill Districts and the lesser share in the plains. In the village or Mauzawar survey the proportion was about 1 European to 4 Native Surveyors. As a rule the whole of the plane-tabling was done by the Natives, the Europeans being employed on the traverses and calculations, and in supervising and checking the work of the Natives. In the Cadastral survey the proportion was about 1 European Surveyor to 4 Native Surveyors and 17 Measuring Amíns. The Europeans were wholly employed on the traverses and calculations and in supervising the Natives and testing their work by running check lines over it. The Department has of late years also taken charge of Patwári Surveys, in which the Subordinate staff employed is, as its name implies, to a great extent made up of the Native Revenue agency.

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Survey.

The staff of the Department is as follows :—

(*a*) ADMINISTRATIVE.

		Salary. ₹
1	Surveyor-General with a salary of	3,000
1	Deputy Surveyor-General, Revenue, with salary of	2,200
1	„ „ Trigonometrical, with a salary of	2,000
3	Total.	

(*b*) SENIOR DIVISION.

Deputy Superintendents.

3	Officers, 1st Grade, on	1,600
8	„ 2nd „ on	1,300
10	„ 3rd „ on	1,000
11	„ 4th „ on	850

Assistant Superintendents.

11	Officers, 1st Grade, on	600
6	„ 2nd „ on	500
49	Total.	
	Civilian Probationers	400

(*c*) JUNIOR DIVISION.

Surveyors.

8	Officers, 1st Grade, on	500
10	„ 2nd „ on	400
14	„ 3rd „ on	350
18	„ 4th „ on	300

Assistant Surveyors.

41	Officers, 1st Grade, on	200—250
22	„ 2nd „ on	160—200
24	„ 3rd „ on	120—160
137	Total.	

(*d*) SUB-SURVEYORS.

In this grade there are nearly 500 posts on salaries ranging from ₹10 to 100.

The officers of the Senior Division are partly Military and partly Civil, the proportion being from time to time determined by the Surveyor-General, subject to the control of Government. It is stated that the average proportion for the last ten years has been in every three appointments—two Military officers to one Civilian. At the time of this enquiry 37 out of 49 posts in the Administrative staff and Senior Division were held by Military officers and 12 by civilians, of whom 9 had been promoted from the Lower Division, and three had been specially appointed. Three posts were vacant.

The Royal Engineer officers excepting those on the Administrative staff, and in the 1st Grade of Deputy Superintendents, receive, in addition to the substantive pay of the grades abovementioned, net Military pay according to the following scale :—

	R	*a.*	*p.*
Colonels	304	6	0
Lieutenant-Colonels	243	8	0
Majors	182	10	0
Captains	140	0	0
Lieutenants	70	0	0

The 3 Administrative Officers are non-domiciled Europeans. Of the 46 officers in the Senior Division, 39 are non-domiciled Europeans, 6 are domiciled Europeans and one is a Eurasian. In the Junior Division, there are 5 non-domiciled Europeans, 93 domiciled Europeans, 33 Eurasians, 3 Hindus and 1 Mahomedan. Two of the appointments in this division are vacant. Of the Sub-Surveyors only two (Hindus) receive salaries amounting to ₹100 and upwards and the salary of no Sub-Surveyor exceeds ₹110.

Candidates are admitted into the Senior Division by the Government of India on the recommendation of the Surveyor General. No Military officer is admitted unless he belongs to the Corps of Royal Engineers or the Staff Corps. Royal Engineer officers are appointed substantively as 2nd Grade Assistant Superintendents without any Departmental examination. Staff Corps officers are appointed as Probationers for one year which may be extended to two years, if they have undergone a preliminary examination in Arithmetic, including Logarithmic

calculations and Mensuration of Surfaces, Elementary Geometry, the first Four Books of Euclid, Algebra as far as Quadratic Equations inclusive, the Elements of Plane Trigonometry and Topographical, Mechanical or Civil drawing, or hold certificates of qualifications granted at the Institutions of Sandhurst and Woolwich or the Staff College or Civil Engineering Colleges, or have passed an examination in surveying according to the Army standard.

At the close of the period of probation the Probationer must undergo an examination to test: (1) his ability to execute, unassisted, the survey of a small area of country including the computation and entire mapping involved in the same, (2) his knowledge of the use and adjustment of all the instruments employed in the Department, (3) his acquaintance with the details of the several calculations for the reduction of observations which are commonly used in the Survey Department, (4) his possession of a sufficient knowledge of the elements of Practical Astronomy for ascertaining true azimuth latitude and longitude, and (5) his acquaintance with the rules in force for the general conduct of the Survey Establishments. Every candidate is also required to produce a certificate of having passed the Higher Standard examination in the Vernacular language prescribed by the Government of India.

Civilians are promoted with the approval of the Government of India from the Lower Division to the Senior Division without examination. The civil element in the Department is, it is stated, almost entirely composed of such officers. Civilians are also appointed without examination to the Senior Division either by the Secretary of State or by the Government of India with the sanction of the Secretary of State when they possess special qualifications which are required for any particular post. Civilians may be appointed to the Senior Division by the Government of India subject to the following qualifications:—The candidate must produce (1) a medical certificate of bodily health, strength, activity, and good eyesight and of fitness in these respects to perform the duties required in the Survey Department, (2) proof that he is not less than eighteen years of age, nor more than twenty-five, and (3) testimonials of good moral character. A candidate who has not graduated at some recognised University or Civil Engineering College is required to pass an examination in Dictation, Arithmetic and Geometry, Latin, French, or Hindustani, History and Geography prescribed by G.O., P.C., No. 244, dated 19th April 1851. Every civilian candidate before admission on probation is required to pass an examination to test the possession by him of a fair colloquial knowledge of Hindustani and also a professional examination by the Lower Standard similar to that required in the case of Staff Corps candidates. A candidate must also be able to write and print very clearly and well and must possess fair skill as a Topographical and Military Draftsman. A knowledge of ground or hill sketching and shading is specially required.

A civilian Probationer, before he is confirmed in the Senior Division must produce certificates from his official superiors of having, during his period of probation, exhibited intelligence, good temper and discretion in his intercourse both with his superiors and his subordinates, especially his Native subordinates, and with the Natives of the part of the country in which he has been employed; that he has also shown capacity to command his subordinates, personal energy and fertility of resource and capability of overcoming difficulties, where such have occurred, and that he has continued to be of good moral character, and enjoys health and physical strength. He must also produce certificates from the immediate official superiors under whom he has served during his period of probation (1) that he possesses intelligence and aptness for his professional duties, and (2) that he has sufficient knowledge of practical Surveying and of Topographical and Military drawing for the purposes of the Department. A candidate must further before confirmation pass an examination in Hindustani by the Lower Standard, and the same professional examination by the Higher Standard as is prescribed for Staff Corps candidates.

Before promotion to the 1st Grade of Assistant Superintendents, a civilian Probationer is required to pass a Vernacular examination by the Higher Standard.

Appointments to the Junior Division are made by the Surveyor-General by selection from candidates who fulfil certain conditions, and have passed the prescribed qualifying examination. A candidate must be over eighteen and under twenty-five years of age. He must be unmarried and "not likely to be soon married;" but this last condition does not, it is stated, refer to candidates of pure Asiatic origin. He must produce certificates of age, moral character, education, soundness of health and good eyesight, and forward with his application for admission to the examination specimens of drawing. If selected, he must enter into a bond agreeing not to demand his discharge for three years from the date of joining the Survey of India, and never during the field season, subject to the penalty, in case he should insist on his discharge against the tenor of the agreement, of forfeiting to Government a sum equal to one-half of the whole amount he may actually have received in the shape of salary or allowances of any kind.

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Assistant Surveyors of the Junior Division are considered to forfeit their appointments on marrying, unless they possess or acquire by their marriage sufficient means to raise their incomes to R200 a month, exclusive of local and travelling allowances.

The subjects of the examination for candidates for the Junior Division are :—

1. Arithmetic (Vulgar and Decimal Fractions and Proportion).
2. Algebra (Square and Cube Roots and Surds, Arithmetical and Geometrical Progression, Simple and Quadratic Equations and Problems, Binomial theorem).
3. Geometry (first four and 6th Books of Euclid with Problems).
4. Mensuration (Areas of Plane figures).
5. Second part of Mathematics (Analytical Plane Trigonometry, including the Solution of Triangles, the use of Logarithm tables, Heights and Distances).
6. Writing and Drawing (handwriting and writing from Dictation, Military or Topographical drawing, Map and Plan drawing, Freehand drawing, Hand Printing or Map writing).

Promotions in the Senior Division are, as a rule, made by seniority except in the case of proved incompetency; promotions in the Junior Division are usually made by seniority, but proof is required of the possession of adequate qualifications.

Military officers, excepting Royal Engineer officers who have elected continuous Indian service, obtain furlough under the Military Furlough Rules. Royal Engineers who have elected continuous Indian service enjoy furlough under the Civil Leave Rules.

Civilian officers appointed by the Secretary of State or with his special permission, as also civilian officers whose names are entered in Schedule B of the Civil Leave Code, are entitled to the more favorable leave rules. All other civilian officers are entitled to furlough under the rules of the Code relating to Uncovenanted officers.

The pensions of the Military officers are governed by Military rules; those of the civilian officers by the rules of the Civil Pension Code.

The civilian officers of the Senior Division cannot count as service towards pension any part of their furlough as is the case with officers of the Geological Department, of the Public Works Department, and the Forest Department, who are appointed by the Secretary of State; but all civilian officers, both of the Senior and Junior Divisions, come under the ordinary rules as to pensionary service for Uncovenanted officers generally.

As to the technical and professional requirements of the Department, it may be observed that the Survey Department is charged with the preparation of a Topographical and Cadastral Survey of India, and in Northern India to a certain extent with the work of Revenue Settlement, besides other scientific work, such as geodetic and tidal researches, gravity, variation, &c.

For a superior officer in the Department moral and physical as well as mental qualities are requisite. Energy and self-reliance, fertility of resource and tact in controlling a large staff, physical endurance and artistic skill in Topographical and Geographical delineation, an advanced knowledge of Mathematics, and a fair acquaintance with the exact sciences, are necessary in all officers of the Controlling grades. For special scientific work, experts are required, and these are generally selected for special posts. In the operations of the Department connected with the Land Revenue, a knowledge of Revenue Law and Procedure is also, to a certain extent, essential. Similar qualities are in a less degree required of officers in the Lower Division.

The classes who ordinarily seek employment in the Department are officers of the Royal Engineers or Staff Corps, specialists appointed in England, and those classes of Europeans and Natives who ordinarily seek appointments in the public service in India.

The Departmental member considers that the Senior Division of the service should be officered mainly by the Military class, and he alludes to the practice of the leading European nations as justifying this opinion. He notes that in India it has been found necessary to place survey parties in the field under military executive officers for co-operation with military forces and political missions; and he states that the calls for military survey officers during recent years have proved that it is difficult, even with the present strength of the Military staff, to meet the requirements where military operations on any extensive scale are being carried on across the frontier. He would, therefore, make no reduction in the present proportion of the Military element. He would also maintain the present proportion of the civil element to afford the means of rewarding meritorious officers of the Junior Division, and to provide for the appointment of specialists when required. Seeing that some of the officers must necessarily be kept for special duties, he would so select the remaining officers that they might be capable of undertaking any work that the Department might be called upon to perform. This quality of general usefulness, he bleieves, is far more common

among Military and Civil European officers than among Natives, if, as he doubts, Natives can be found who have received the required scientific education and possess the necessary qualifications; he would therefore restrict appointments in the Senior Division to officers of European birth and education.

The Junior or Subordinate Division has been hitherto officered for the most part by Europeans domiciled in India and Eurasians, of whom many have passed the Matriculation Examination of the Indian Universities. The Departmental member asserts that the experiment of employing Natives in this branch has been tried in former years to a limited extent, but with so little success that it was not continued. He adds that as the Government has after much correspondence directed the admission of Natives of India to this branch, it is unnecessary to re-open the question of the comparative capacity of the European or Eurasian and of the Native for rendering efficient service. In the lowest Division, that of Sub-Surveyors, he states that the services of Natives have been extensively utilised in practical survey work in the field under European supervision, and that the work which has been, and is being, performed by this class of men is all that can be wished.

In considering the qualifications necessary for an officer in the higher Division of the Survey, it will be necessary to bear in mind the responsibility of the duties with which he is ordinarily charged.

Lieutenant-Colonel Coddington, Deputy Superintendent of Survey, who has been engaged in the Revenue Branch of the Survey for over twenty-five years, informed the Sub-Committee that the annual expenditure of a Mauzawar or Topographical party, such as he had usually held charge of, amounts to from ₹60,000 to ₹70,000; that it usually consists of from four to six European or Eurasian Assistants, from twenty-five to thirty Sub-Surveyors, and about two hundred and fifty measuring khalasies; and that the Executive officer has direct charge under the Deputy Surveyor-General of the conduct of the survey, and is held responsible for the drawing and payment of all salaries and the preparation of all maps, plans, records and returns. He stated that during the field season the establishment of a Topographical party is divided into two or more sections; that the Senior Assistants of the party are placed in direct charge of these sections, and that they are often unavoidably detached from the control of the Executive officer who may have to supervise work in two or more districts simultaneously; and that they are often so situated that they must act on their own resources and responsibility, enter into correspondence with civil officers and control the Sub-Surveyors' squads, for the proper working of which they are held responsible.

Major Sandeman, Deputy Superintendent of Survey, who had been engaged for four years in making a Cadastral survey in the Gorakhpur District, estimated the annual expenditure of his party as close on ₹1,60,000. He stated that this party is divided into three camps, of which the traverse camp under a European Surveyor has an establishment of about three hundred men, and the two Cadastral camps, each under a European Surveyor, have each an establishment of about five hundred men.

For some years prior to 1884 the Junior Branch of the Survey had been exclusively filled by persons of European or Eurasian parentage. In that year, however, the Government of India informed the Surveyor-General in a letter, No. 222S., dated 12th June 1884, of its determination that in future Natives should be admitted to the Junior Branch of the Survey Department, and requested that officer to confer with the Secretary to Government in the Revenue and Agricultural Department as to the manner in which effect could, without prejudice to Survey operations, be given to this decision, as to the qualifications to be required of Native candidates, and as to the proportions which in future the Native might be allowed to bear to the European element in the Department. Pending the settlement of this question appointments to the Junior Branch without the previous sanction of the Government of India were prohibited.

In a letter No. 213S.S., dated 16th June 1884, Colonel DePrée replied that while no one had been a more staunch advocate for utilizing the services of Natives of India as detail Surveyors than he had been and still was, he considered that the Department had availed itself of those services to the full limit practicable. He added that for the command of large bodies of Survey establishments in the field or in office, his experience showed that only Europeans possessed the necessary vigour of body, strength of character, and self-reliance.

He admitted that in the early days of a European Surveyor's career it might be said that the highly-trained Native Sub-Surveyor working alongside of him did as good a day's mapping at half the cost. But he asserted that while the European was gaining knowledge and experience for the eventual assumption of more commanding duties, the Native would never be fit for anything more than practising the art of detail surveying he had then attained to. He ventured to deny that it would be an economical measure to promote the Native to enhanced emoluments and to call him an Assistant Surveyor. Whether it would be a practically

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successful measure to enlist highly educated Natives and to introduce them into the ranks hitherto exclusively filled by Europeans, he allowed he had no experience to guide him in forming an opinion; but he conjectured that the hard work, drudgery and exposure of field work would not commend itself to these persons. Whether their employment, if practicable, would result in a saving worth the consideration of the Government of India enforced at the expense of much dissatisfaction of their well-tried European Surveyors, he professed that he could not at the moment realize.

On the 21st July 1884 in a letter No. 325 S., the Government of India communicated to the Surveyor-General some of the reasons which influenced it in requiring the admission of Natives to the Junior Branch of the Survey: firstly, that the Cadastral surveys of the Department were so expensive that the Local Governments were becoming unwilling to utilize the Department; secondly, that the cost of the Topographical survey was believed to be in some cases unduly high on account of the cost of the European staff; thirdly, that in view of the probable contraction of the work at no distant date, it was undesirable to add European officials on the existing scale to the subordinate staff, the members of which were even then more or less discontented with their prospects; and fourthly, that the Government of India believed that educated or trained Natives could be found who were competent to perform all the duties of the subordinate staff, and that as the competence of such Natives had not been made the subject of trial, the presumption of incompetence could not be admitted.

The Government of India consequently directed the Surveyor-General to submit definite proposale for the gradual admission of a certain number of Natives on the subordinate staff in such a manner as to reduce permanently the number of appointments open to Europeans. It was intimated that the chief points for consideration were the extent to which Native agency should be substituted for European, the designation of the appointments to be held by Natives, and the pay they should receive. The Government of India declared its main object to be that the experiment should have a fair trial, and that for the time being it would be sufficient that one out of every three vacancies should be given to a Native. It appears that before the letter of 21st July 1884 had been despatched, the Surveyor-General had, on 18th July, applied for the sanction of Government to fill three vacancies in the Junior Branch by the appointment of three Europeans who had already passed the prescribed examination. In sanctioning these appointments on 1st August 1884, the Government of India declared that the next vacancy should be reserved for a Native. A copy of the papers which had been set to one of the European candidates, and copies of the memorandum of instructions issued to intending candidates were at the same time called for in order that they might be sent to the Directors of Public Instruction, North-Western Provinces and Oudh and the Punjab, who were to be invited to name young Natives willing to enter the Department and who could comply with the conditions of entrance.

Colonel DePrée did not reply to the letters of the 21st July and 1st August 1884 until the 6th October 1884. In his letter No. 832 S.S., he informed the Government that he had in the interval consulted several experienced officers of the Survey and had found a general consensus of opinion that Natives, however capable they might be to work under the orders of superior officers, were not likely to possess such vigour of character as would fit them for positions involving the exercise of command over others under the conditions of service in the field, where promptitude and decision were often required, as well as a power of management, all of which, he observed, were characteristics of the European but not of the Native. He asserted that in days gone by Native Surveyors had been employed in the Revenue and Trigonometrical Survey, but with such little success that the project had been allowed to drop entirely; and he suggested that if the experiment proposed by the Government confirmed the views expressed, it would be costly, inasmuch as Natives incompetent for the higher offices would continue to perform on enhanced pay the inferior duties which they were at the date of his letter performing very efficiently on a smaller scale of pay. He recommended that the rules applicable to the admission and promotion of Europeans should be applied to Natives with the following alterations and additions: that Natives should receive two-thirds of the salary and two-thirds of the travelling allowances drawn by Europeans; that Native candidates should give proof of their physical power and activity by being required to walk or ride an ordinary march of 12 miles; and that a knowledge of colloquial English and the power of correctly expressing themselves in writing in that language should be exacted of them.

These he stated were his proposals with respect to young Natives, probably graduates, or at least students, of Indian Universities; but he mentioned that the Department already possessed a class of Natives who were very capable workmen, the Sub-Surveyors, whose pay ranged between ₹30 and ₹100; and with the permission of Government he proposed to admit this class also to the Junior Branch on rules which he would prepare if necessary, and in the ratio of one Sub-Surveyor to two collegians.

On the 11th December 1884, the Government of India in its letter, No. 683 S—103-13,

reminded the Surveyor-General of its determination that every fourth appointment should be filled by a Native (it had originally suggested every third), and that it only remained to settle the conditions on which Natives should be admitted and the terms on which they should serve. The Governor General in Council agreed that as to admission and promotion, no distinction should be made between Europeans and Natives; but bearing in mind that the officers already serving in the Junior Branch, whether of pure European or Eurasian parentage, were for the most part Natives of India within the Statutory definition, His Excellency in Council did not consider it desirable to make any distinction in the matter of salary and travelling allowance between them and officers of purely Indian extraction, and decided that the scales then in force should be applicable to all officers of the Junior Branch.

The Surveyor-General was directed to issue information to the Directors of Public Instruction for circulation to Heads of Colleges and Educational officers respecting the emoluments of the officers of the Junior Branch and the qualifications required of candidates, and at the same time to issue a notice inviting Native candidates to appear at an examination to be held on a date to be specified for filling the appointments then vacant. It was intimated that no candidate should be admitted to the examination who had not passed at least the Matriculation examination, and that the question of raising the standard might thereafter be reconsidered.

The Government of India approved of the proposal to promote Sub-Surveyors subject to the condition that the persons in question were sufficiently well educated for the posts to which it was proposed to advance them, but insisted that they should be required to pass the examination to which other Native candidates were subjected. It was left to the Surveyor-General to determine whether the examination should be strictly competitive, or whether power should be reserved to make a selection from candidates who had obtained a qualifying minimum of marks.

These instructions were carried out. The applications of twenty-seven candidates were registered, but only seven presented themselves for examination; of these one was already employed as a Computer in the Department, another was the Librarian of the Calcutta Madrassa, the others were collegians or pupils of the Civil Engineering establishments.

In his letter No. 558 S.S., dated 22nd July 1885, the Surveyor-General informed the Government of India of the result of the examination which was carried out in accordance with the usual practice of the Department; the Mathematical papers being examined by the Computing Office and the marks for drawing being assigned by the Assistant Surveyor-General in charge of the Drawing Office. It appeared that while some of the candidates were pronounced sufficiently qualified in Mathematics, all had failed to submit any passable drawings. The Surveyor-General observed: "It is obvious that map-drawing forms one of the essentials of a Surveyor's duty. It is one invariably exacted from all candidates, and no candidate has hitherto presumed to submit to me such nominal marks as four or five out of a maximum of two hundred and fifty. I am therefore compelled to decide that all the candidates have failed." The Surveyor-General further stated that he had intimated to the candidates that they might present themselves again for examination at the end of six months, but that at the same time he had informed them that they must be prepared to accept such modified terms as to pay and status as might be decided on in the future. Colonel DePrée had not received authority from the Government of India to make this announcement; but in reporting that he had done so, he explained that he could not but think that the existing rules called for revision. Observing that so far the orders of Government had not resulted in success, he added that, had it been otherwise, no tangible advantage would have been attained beyond the assertion of the principle of the absolute equality of Natives with Europeans; for as both classes were under existing orders to be paid alike, the object of economy would not have been secured. He appended to his letter a list of the Sub-Surveyors, and remarked as follows: "Many of these are highly capable men, who have done good service, and are so doing it at this time, men of every race, and the great number of them ready to serve in any country when their services are required, some being at this time near Herat, another with the Gilgit Mission and others variously employed beyond the British Frontiers;" and he suggested that the object of the Government would be effected if one in fifty of these men were selected as possessing unusual talent and high moral qualifications and subjected to a qualifying examination and not to such a test as collegians only could be expected to pass.

The Government of India in its letter, No. 428 S., dated 10th September 1885, refused to regard the results of the examination as conclusive; declined to sanction any relaxation of the rules prescribing the educational standard, maintained that with due publicity qualified Native candidates would be forthcoming, and offered to procure candidates through the Provincial Departments of Education, Agriculture, or Settlement.

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At the same time the Government of India acknowledged that in order to effect economy, the expediency of creating a separate branch for Native Surveyors should be considered, and invited the Surveyor-General to submit a scheme with that object, intimating that appointments to the European grade would then be stopped until a certain number of Natives had been appointed to the intermediate grade. Until this question had been settled, the Government of India declined to sanction any proposal for the appointment of a European unless special ground could be shown for so doing.

The Surveyor-General, in his letter No. 2688 S., dated 21st December 1885, submitted a scheme for the creation of an intermediate grade. He recommended that the pay should be one-half, and not, as originally proposed, two-thirds of that received by European Surveyors of the Junior Branch; and he stated that while the scheme he had prepared provided for the admission of men who had satisfied the usual Collegiate tests, it was not proposed to examine the candidates further, but to demand proof of the possession of knowledge of or a natural taste for map-drawing, and to base the final selection on the nomination and recommendation of officials or persons of position who would be invited to furnish the Surveyor-General with their personal opinions of the individual; and that only young men of undoubted vigour would be chosen.

In this letter the Surveyor-General mentioned that since the examination already referred to, no more Native candidates had offered themselves, and that the two vacancies on the list reserved for Natives still remained unfilled.

The abstinence of candidates from presenting themselves may possibly be explained by the uncertainty created by the Surveyor-General's announcement, not only as to the pay of Native Surveyors, but as to their status in the Department.

It will be remembered that among the objects aimed by the Government of India in substituting Native for European agency was the reduction of the cost of surveys. This, so far as the mere expenditure on salaries was concerned, might perhaps have been effected by the adoption of the Surveyor-General's scheme; but it would seem that doubts were entertained whether the salaries proposed would secure the services of Natives competent to discharge the duties which it was intended to entrust to them. Consequently, before accepting the scheme, the Government in a demi-official circular invited the opinion of certain officers as to the salaries which would secure the services of well-educated and respectable Natives, whose duties, though at first subordinate, might ultimately involve the management and direction of a Survey detachment, or even in rarer cases of a full party in the field. It was mentioned that Europeans and Eurasians received for these duties salaries ranging from ₹120 to ₹500, and that it was the object of the Government to reduce the cost of surveys.

Mr. M. Finucane, Director of Agriculture, Bengal, while admitting that he had no experience of the class it was proposed to substitute for Surveyors and Assistant Surveyors of European parentage, was of opinion that Natives, with the requisite knowledge of surveying with the plane-table and theodolite, accurate arithmetic and map-drawing, might be secured on a salary of ₹60 to ₹100; but if trustworthiness was a necessary qualification, he doubted whether that quality could be secured on less pay than Sub-Deputy Collectors and Deputy Collectors received, namely, Sub-Deputy Collectors ₹100 to ₹200 and Deputy Collectors ₹250 to ₹1,000 according to grade; and he added that, in his opinion, it would be highly dangerous to put anybody of lower grade than that of a Deputy Collector in charge of a detachment or party.

Mr. D. M. Smeaton, Director of Agriculture and Commerce, North-Western Provinces, recommended an initial salary of ₹60 or ₹80 rising to a maximum of ₹200 to ₹250.

Mr. S. S. Thorburn proposed ₹50 with a reasonable prospect of ₹300 after 18 or 20 years' service, and advised that Mahomedans should be employed as much as possible.

Mr. D. Ibbetson suggested ₹50 rising to a maximum of ₹250.

Mr. DeLa Touche considered that the salary of a Native Surveyor, who when in charge of a camp engaged on settlement work must understand the system of tenures and a great deal of Revenue law and procedure, should not commence at less than ₹100, and should rise to at least ₹300.

Mr. M. A. McConaghey, Commissioner of Sitapur, observing that well-educated and respectable Natives would be required on whom reliance could be placed to turn out good and truthful work, proposed to fix the salaries of Natives at two-thirds of those received by Europeans and Eurasians.

Colonel E. G. Wace, Second Financial Commissioner, Punjab, in advertence to the salaries paid to Tahsildars, ₹100 to ₹250; to Canal Deputy Collectors, ₹200 to ₹400; and to Extra Assistant Commissioners, ₹200 to ₹400, with occasional prospects of higher promotion, concluded that well-educated Native Surveyors of good family could be obtained

at salaries rising from ₹80 to ₹300. He stated that he contemplated men who were competent to perform only the subordinate duties of the Upper Branch of the Survey, up to and including the management of a detachment. He observed that if Natives were appointed to the Upper Branch of the Survey without being required to possess a high entrance qualification and to make sustained efforts towards improvement in scientific studies, the hope of ultimately finding men fit for the charge of a full party would be doomed to disappointment.

Mr. A. Cadell proposed the following scale :—

	₹		₹
Surveyors, 1st Grade	350	to	400
„ 2nd „	250	to	300
„ 3rd „	200	to	250
„ 4th „	175	to	200
Assistant Surveyors, 1st Grade	125	to	150
„ „ 2nd „	100	to	120
„ „ 3rd „	75	to	95

He observed that the salaries he had suggested for Surveyors were closer to the European scale than those for Assistants; but he presumed that these appointments would be held by quite exceptional men, and that men of such a stamp would deserve good pay, and unless they got it, would almost necessarily leave the Department. He remarked that under the prevailing system Survey officials acquired most useful Revenue experience, and that men fit for Surveyorships would probably obtain without difficulty Tahsildarships and Deputy Collectorships. Consequently, sufficient salaries were not only equitable but necessary.

Mr. J. B. Fuller doubted whether Natives of India would be found to pass the examinations involving a very extensive acquaintance with Mathematics, and accept work in the Survey Department on an initial salary of less than ₹100. He observed that the pay which might be fairly given subsequently would, of course, depend greatly on the work; and that if Surveyors were employed in looking after Cadastral work in the field and were placed in charge of a detachment, ₹200 or ₹250 would be fair rates of salary, for their duties would be very similar to those of Assistant Settlement officers who were receiving salaries of ₹200 to ₹300. He added that the saving in substituting Native for Eurasian or European Subordinate agency in the Survey Department would result, not so much from a reduction of salaries as from an increase in efficiency. He stated that he had not a high opinion of the Survey subordinates whom he had met as a class; that they shirked hard work in the sun and relied to a great extent on their Native Amíns and Munsarims; but he allowed that there were exceptions.

On the other hand, Lieutenant-Colonel Pitcher, Officiating Director of Agriculture and Commerce, North-Western Provinces and Oudh, was of opinion that for all subordinate posts in the Survey competent Natives could be procured for salaries ranging to ₹150 as a maximum, and that if the salaries were to be fixed much higher, it would be better to continue to employ European and Eurasian labour. He expressed his belief that the European's conscientiousness and absence of fear in admitting errors instead of concealing them as Natives were apt to do, constituted the peculiar value of European labor in survey work. He admitted that the Native is capable of executing mere surveying work as good as that of the European, but he considered that for the management and direction of a detachment, the European or the Eurasian are so far superior as a class in maintaining discipline and ensuring true work that it is true economy to employ them.

As the question of salaries has not yet been decided, appointments of Natives to the Junior Branch have not as yet been made under the orders of Government above mentioned; but one Hindu and one Mahomedan have been promoted from the Sub-Surveyor grade to the Junior Division as a reward for special services performed by them in connection with the Afghan Boundary Commission.

The Sub-Committee examined at Simla four witnesses—Colonel Haig, Deputy Surveyor-General of the Trigonometrical Branch; Major Sandeman, Deputy Superintendent of Survey; Lieutenant-Colonel Coddington, Deputy Superintendent of Survey, and Mr. J. S. Pemberton, Surveyor, 2nd Grade, Junior Division.

Colonel C. T. Haig stated that it is essential that the present proportion of Military officers in the Upper Division of the service should be maintained, both on account of the demands made for Military requirements, and also for the conduct of operations across the frontier with Military expeditions. He stated that fourteen Military officers of the Department were serving in Afghanistan during the late war, and that difficulties arose from the circumstance that, occasionally, officers required for Military service were pronounced unfit for such employment. He also stated that five Military officers had been deputed on special duty of a political nature, one being attached to the Gilgit Mission, three to the Afghan Boundary Commission, and one to the Thibet Mission. Of the three gentlemen specially appointed to the Department, he

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informed the Committee that two had been selected for their Mathematical attainments, one of them being a Senior Wrangler and the other a Senior Optime, and that the third was brought into the Madras Survey Office by reason of his attainments in Chemistry and scientific knowledge of Photography. He considered that the nine men promoted from the Junior Division are efficient Assistant Superintendents, but that in general education they are inferior to the Military officers, although four had been selected from the inferior grades in the Junior list on account of their being specially well educated. He also considered them inferior as regards their professional qualifications to the Military officers, inasmuch as their education has been more confined to details and restricted to the work on which they had been employed. He stated that the work of the Sub-Surveyors is very well done indeed; that as a rule they are obtained from the lower class of Natives, and that he had only had one Native under him in that grade who had been educated; that he had recommended this man for promotion to the Junior Division, but that the man had been obliged to retire owing to ill-health. He also stated that he had never met a Native who he thought would be fit for the superior executive appointments; that a great deal of confidence is reposed in Executive officers both as regards the expenditure of money and the dispensing of patronage, and that he should be inclined to be doubtful of Native agency entrusted with so large a discretion. Looking at the work from a professional point of view, he thought that Natives would perform the duties of Executive officers efficiently so long as they received very definite orders, but that they would fail in independent charges. For accuracy of work he considered the Native quite as competent as the European Surveyor; but that in the absence of supervision the European would be more trustworthy in his work than the Native. He also stated that he considered the educated Native would think it beneath him to do a great deal of the range work which has to be done by officers in the junior grades of the service. He expressed himself as opposed to selection by competitive examination, and preferred a qualifying examination and selection for admission to the Department.

Major J. E. Sandeman described at length the duties of an officer in charge of a Cadastral survey, and the difficulties encountered by him in securing the preparation of an accurate record of rights. He stated that the presence of a superior European officer is necessary to encourage tenants to assert their rights and to check the corruption which prevails when rights are being recorded. He mentioned that the Junior Division of the Survey is chiefly recruited from pupils of the hill schools, and that in his experience they are an efficient body of men fairly educated, hardworking and well-conducted, but that many have lost heart owing to the slowness of promotion. He also mentioned that he had known one Native Assistant Surveyor, now dead, who had been promoted from the Sub-Surveyor grade; that he was well-behaved and a good Surveyor and Draftsman, but that he could not have taken the place of the Europeans he (Major Sandeman) had had under him. He declared that he had never yet met a Native who would appreciate the necessity for or exercise the constant vigilance over the work which Europeans exercised; but if they could be found with the same strict integrity and the same powers of control and resource as Europeans, he thought that they ought to have an equal chance of all appointments, high and low, in the Department; and he was of opinion that Natives ought, at any rate, to be tried in the Junior Division of the Department in a certain proportion; but that those who were so tried should possess the same educational qualifications as the Europeans. As to the method of appointment he considered that competition might be allowed if it were protected by two or three years' probation, and that Natives and Europeans might compete together, provided that care was taken not to admit too many Natives.

Lieutenant-Colonel F. Coddington maintained that the Military element must always prevail largely over the Civilian in the Senior Division. He considered that of the Assistants who had served under him, the Europeans educated in England had exhibited more energy and a higher moral tone than those educated in India, and that both were for survey work decidedly preferable to Eurasians. He added that of the Europeans many who had served under him had been educated at the hill schools, and had done well in the Department, and that he also had had men from the Royal Engineers who had passed through the Rurki course and were very good men; that of late a larger number of Europeans who had received their education in England had applied for employment; that these candidates are the sons of shop-keepers and other persons whose parents have been in business in India, and who have come out after completing their education to seek employment in India. As to the Native Sub-Surveyors, he considered that so long as they could be employed in a groove or given a fixed rule to go by, they perform excellent work, provided they know that their work will be checked and examined. He stated that he had no objection to the employment of Natives with the necessary professional acquirements and an equally strong moral tone to that of the European in the lower

Division of the Service. In his experience the only Natives with whom he had had to deal were not, as a class, trustworthy, and he had found that his best Native Surveyor, who is a very good man, at once got into difficulties when he was sent by him to work independently and without supervision.

Mr. J. S. Pemberton, a domiciled European educated at the Doveton College, Calcutta, entered the Department at the age of 17 as a Sub-Assistant Surveyor on ₹100 and rose to his present grade. He informed the Committee that the Natives who entered the lowest Division are of the middle class of Native society and sufficiently intelligent and educated for the duties committed to them; that they had received their education in Zillah schools; and that many had passed the Middle School examination and possess some slight knowledge of English. In regard to the comparative capacity of Hindus and Mahomedans for rendering efficient service in the Survey, he considered the Hindus superior as Computers and Accountants and the Mahomedans as Surveyors, Explorers and Draftsmen; while he regarded the European or Eurasian as superior to the pure Asiatic in his capacity for doing what was required of him. He regarded Europeans educated in India as not less capable than Europeans educated in England. As a means of recruitment he expressed his preference for selection after a qualifying examination to a competitive examination, because a competitive examination cannot test moral qualities. He complained that the rules respecting the counting of furlough for pension are unfair, as they do not apply to all the public services; and he advocated the application to the Department of a system of graded pensions.

Sir Edward Buck has favored the Committee with a note on the evidence taken at Simla. He observes that the Department of Revenue and Agriculture has met with some opposition in its attempts to introduce Natives into anything like well-paid appointments in the Survey Department, and he attributes this failure to the opinion that however efficient Natives may be in the mechanical work—as is admitted by the evidence—they are not qualified for responsible posts entailing the duties of organization and inspection. His experience confirmed by the evidence is that no sufficient attempt has been made to employ Natives of a class fitted to supervise and to give them the necessary training, and that, on the other hand, Europeans of a decent position and more or less educated—men who are likely to be good Overseers or to be qualified to take charge of a party—are appointed at once to a grade which carries with it more or less responsible duties, and are allowed a certain time to learn their work. He states that with one exception the Natives who have been admitted to the Junior Branch have been men who were wanting in education and of a class who are accustomed to obey and not to command, and of whom, consequently, it is not to be expected that in their old age they will turn out good Supervisors.

Sir Edward Buck considers that it would be unfair to impute this result altogether to the officers in charge of the Department. He admits that they do not know where to find the men they require, and that in training a European they have some assurance that he will possess certain characteristic qualities on which they can depend, *viz.*, more or less energy and perseverance, pride in good work, &c.,—qualities which, in his judgment, are not met with in a Native with certainty.

He attributes the difficulty of finding qualified Natives rather to the want of a training field, so that a selection might be made from men whose qualities have been already tested by actual work. Adverting to the training for Tahsildarships recommended by him in his evidence given before the Commission, he advises that Native Survey officers should also be drawn from the corps of Revenue Inspectors and Kanungos. He points out that these officials as Overseers of Patwaris are from the first accustomed to supervise and command and are required to possess an elementary knowledge of surveying; and that if effect is given to his suggestions they will be men of decent family and good education. He asserts that if a few of the best men of this class, after having had a trial of a year or two in the corps of Kanungos, are selected for the Junior Branch of the Survey Department, it is probable that they will turn out good Supervisors. He insists that the failure in all branches of the administration to find efficient Natives to fill responsible offices is due to the fact that the choice has lain "between, on the one hand, men who have risen from the ranks who never entirely lose traces of their servile habits, and who consequently are more or less unfitted to command, and, on the other hand, men who, although of good family and education, are untried in the field and generally fail, either because they are really incapable, or because they have had no training." He maintains that the necessity for a training field for educated Natives from which to select the fittest is apparent from the examination of every Department. He mentions that even the Native students educated at Cirencester could find no employment on their return to Bengal until he had personally arranged that for a season they should be trained in the Settlement Department of the Central Provinces, and that these men are now doing valuable work in the Settlement Department in Bengal. He

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considers it unfair to expect Native graduates to be efficient employés unless a training field is provided for them: and for the Survey Department he can suggest no better field than employment among the 4,000 or 5,000 Revenue Inspectors and Kanungos who are maintained throughout India. He desires not to be understood as suggesting that Natives are competent to do all the work of the Survey that is done by Europeans. He considers that the charge of a large Survey calls for superior control of a high order for which the talents and training of the best educated European Survey officers are needed.

In support of this opinion he refers to the experience acquired in Bengal where for some years the field surveys were locally organised and the services had been secured of some Natives who showed much ability, yet in 1884, after prolonged inquiry, the Government was compelled to admit that the assistance of the professional Survey Department was necessary and the framework of the survey and the organisation of the operations are conducted by the officers of the Department, while the details are filled in, and completed by, local Native officials trained under professional supervision.

Mr. P. N. Bose, Deputy Superintendent of the Geological Survey, contended that there is no valid reason for the exclusion of Natives at least from the Junior Branch of the Department. He asserted that the objection on account of want of physique is unfounded inasmuch as Native officers in the Public Works Department have to work at least as hard as the Survey officers and in all kinds of weather throughout the year, whereas the Survey officers work in the field only for six or seven months. He contended that inasmuch as the salaries are sufficient to secure the services of men of average education and of the same class as recruited the Subordinate Judicial and Executive Services, the objection on the score of moral unfitness is equally baseless. He proposed that the Junior Branch should be recruited by open competition, and that a certain number of appointments in the Senior Branch being reserved for Military officers, the rest should be filled by a competitive examination of such a nature as to procure men of sufficiently high mathematical and scientific attainments or by selection from graduates of the Universities. He urged that the employment of civilians on the two-thirds scale of pay would effect a considerable saving. Admitting that Military men are required for the direction of Survey parties to accompany Military expeditions or to work in disturbed tracts, he considered that Revenue Surveys and Topographical Surveys in peaceful parts of the country might be entrusted to Civil officers.

Mr. Kanti Kanta Sen, Head Master of the Training School at Dehra Dun, forwarded a note in which he complained of the exclusion of Natives from the graded service. He asserted that at the examination mentioned in the correspondence above referred to, Natives were not allowed the same opportunity of improving themselves in drawing during a period of probation as had been afforded to Europeans, and that the announcement respecting their entertainment on less pay than is enjoyed by Europeans had deterred other Native candidates from presenting themselves. He quoted an extract from a report by General Walker to prove the efficiency of Natives as computers, and an extract from a report by Colonel DePrée to prove that Natives are at least equal to Europeans in surveying. He also complained that the removal of the Survey office to Mussoorie entailed expense and inconvenience on the Native establishment.

Mr. Parbati Churn Roy, B.A., Deputy Collector and Subordinate Judge at Darjiling, who was for some years engaged in a Dearah Survey and Settlement in Bengal, also forwarded a note in which he combated the grounds on which Natives are pronounced unsuited for employment in the graded service in this Department. Contrasting the subjects prescribed for the examination of candidates for admission to the Junior Division with the subjects prescribed for the first examination in Engineering at the several Indian Engineering Colleges, he maintained that the chance of obtaining a recruit for the Junior Division, who would be qualified for promotion to the Senior Division, would be far greater if appointments were made of students who have passed the first examination in Engineering than they are when the selection is made of candidates who have passed the examination prescribed by the rules of the Department. But he asserted that the initial salary of R120 is sufficient to attract students who have passed even more severe examinations and have qualified as licentiates in Civil Engineering or have taken the B. C. E. degree with honors. He contended that so far as regards the required scientific education, Natives may be found with adequate qualifications. He referred to the testimony borne to the merits of Babu Radha Nath Shekdar, Babu Kali Mohun Ghose, by Colonel Everest and General Walker, as disproving any suggestion that Natives are unfit for employment in the Survey owing to intellectual inferiority.

As to the objection that Natives are deficient in physique and therefore unable to undergo the exposure and severe labor entailed on officers of the Survey, he argued that the greatest amount of physical endurance is required of the Sub-Surveyors who are principally Natives and whose work is, during six or seven months in a year, carried on mainly in the field, and

not of the European Surveyor or Assistant Surveyor of whose work much is performed under canvas. He added that if the objection on the score of physique is confined to educated Natives, it is disproved by the fact that in other Departments educated Natives have shown themselves posssessed of sufficient endurance for arduous labor out of doors. He instanced the Native Engineers employed as Sub-Engineers, Supervisors, and Overseers in the Public Works Department, and he pointed out that in the Survey Department itself Babu Surat Chunder Dass, C. I. E., the Thibetan explorer, had proved his capacity for continuous physical endurance and had sustained privations of the severest nature. He maintained that no opinion could be pronounced as to the unfitness of educated Natives for employment in the higher appointments in the Survey Department until they have been allowed a fair trial, and that the production of the certificate of the Medical officer is a sufficient guarantee against the appointment of persons who are wanting in physique. He mentioned that in conducting the Dearah Survey all his Assistants had been selected from students of the Engineering College, and that although they had been severely tried when engaged on the survey of the islands at the mouth of Megna, they had stood the test without any failure. He argued that, *primâ facie*, Natives must be more able than Europeans to endure the vicissitudes of an Indian climate to which their race has been so long exposed and to which it has adapted itself. He alluded to the confidence reposed in the Native Judiciary as negativing the suggestion of the untrustworthiness of Natives as a disqualification for survey work, and in proof that Natives could be found who are not wanting in fertility of resource, aptitude for organization and power of enforcing orders, he adverted to the duties which devolve ordinarily on Native Magistrates and Native Engineers; and he called special attention to the circumstance that Sir Richard Temple, in noticing the services of officers during the famine of 1874, had commended Native gentlemen equally with distinguished members of the Civil Service for having displayed "a meritorious zeal, intelligence and practical aptitude" in the discharge of their duties as relief officers; that he had classed Native Executive Engineers with European officers as worthy of commendation for "having laboured with energy and success to provide relief work and to turn relief labor to the best advantage;" and that in reference to Native as well as European subordinates of the Public Works Department he declared that they had "distinguished themselves by hard work under difficulties of climate and circumstances." The large rivers in Bengal vary in their course from year to year to such extent that at times many square miles of land are submerged and again reformed. In 1847 an Act was passed providing for a decennial survey of the lands on the banks of these rivers. The boundary pillars erected by the Survey Party were destroyed by the action of the river, and when land was reformed on an ancient site disputes constantly arose respecting its ownership. In 1872-73 the Bengal Government took in hand the resettlement of the alluvial lands (*dearah*) in the Ganges valley from Kooshtea to Shahbazpore. The preliminary operations were conducted by the Revenue authorities who laid down boundary marks at the tri-junction points of villages about three miles distant from the existing channel and on each side of it so as to form a basis for the operations of the Professional Survey. In 1873-74 a party detailed from the Survey Department was charged with the survey of the alluvial lands. It was the intention of the Bengal Government that the survey should be rendered of permanent value by extending it inland sufficiently to give it a base beyond the range of fluvial action, and from this base to retrace the boundaries of villages between the base line and the river as they were delineated in the maps of the previous survey, in order that the Settlement Officer might ascertain which village had gained and which had lost land by the action of the river. The Settlement Officers complained that the operations of the Survey Department did not meet their requirements, and in 1878 Mr. Parbati Churn Roy was entrusted with the combined duties of Survey and Settlement, and in that and in subsequent years conducted the Dearah Survey of the lower course of the Ganges, Brahmaputra, Megna, Dhalesari and Jamuna. These operations having been referred to in proof of the competency of Natives to superintend Survey operations, Mr. Parbati Churn Roy who had expressed his wish to give evidence in the inquiry into the Department, but could not conveniently attend for oral examination, was invited to communicate his views in writing, and, in reference to a suggestion which appeared in the evidence, to state to what extent, in carrying out the Dearah Survey, he had availed himself of the previous work of the Trigonometrical Survey.

Mr. Parbati Churn's reply will be found in the note* to which reference has been already made. He has described the operations which he was called on to undertake and has referred to passages in successive reports of the Bengal Government which approved of the manner in which the work was being carried out and of the economy effected by the substitution of

* Page 38, Part I, Vol. relating to the Survey of India.

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the Revenue for Departmental agency, and to reports of Lieutenant-Colonel MacDonald and Colonel Vanrenen, Superintendents of Revenue Surveys, which admitted the difficult nature of the duty committed to him. He further explained to what extent he availed himself of the results previously obtained by the Survey Department.

In concluding his note, Mr. Parbati Churn Roy dwelt on the difficulty experienced by the several Governments in ascertaining the qualifications of Native candidates for employment, and suggested the institution of a Board similar to that of the Civil Service Commission in England. He maintained that the result of his experience in various offices was that there are educated Natives competent to hold any appointment under Government, though he admitted that the number of such Natives is at present very limited.

In reference to the Dearah Survey, Sir Edward Buck considers that Mr. Parbati Churn Roy's statements require modification. He observes that the work conducted by him was executed after a framework of boundary points had been fixed by the Topographical Survey; that General Walker, then Surveyor General of India, showed that that work was only a portion of the work performed by the Survey Department; that it was not executed at lower rates than the rates at which such work is ordinarily executed by the Department, and that being founded on the traverses of the Survey it was not of an original or scientific character. Sir Edward Buck states that the merits of Survey work conducted under Native superintendence were very fully discussed by the Bengal authorities in anticipation of the survey of Behar in 1884; that the opinions of many officers including Mr. Parbati Churn Roy were obtained, and that the Bengal Government eventually decided, in complete concurrence with the views of the Government of India, that the survey must be conducted under professional supervision. He considers that from the nature of the Dearah Survey it affords no proof of the competency of Natives to undertake the more scientific work of the Survey, and he maintains that a Native, however able, would not be more competent than a European to take charge of a Revenue Survey party without adequate training.

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The Revenue Survey Department in the Madras Presidency is charged only with the duties of survey, the demarcation of boundaries and the decision of boundary disputes under Act XXVIII of 1860. The classification of soils and assessment of Revenue are committed to the Revenue Settlement Department. The gazetted staff consists of eighteen officers; one Superintendent on a salary of ₹1,500; one Deputy Superintendent of the 1st Grade on ₹1,100; four Deputy Superintendents of the 2nd Grade on ₹750—but inasmuch as one of these appointments is at present held by a Military officer who is entitled to his staff allowances, the combined salary received by him is ₹1,200; four First Assistant Superintendents on ₹550; five Second Assistant Superintendents on ₹425; and three Probationary Assistant Superintendents on ₹200. All the gazetted appointments are now held by non-domiciled Europeans.

Of appointments which are not gazetted, thirty-eight carry salaries of ₹100 and upwards. Their distribution is shown in the following table:—

1	2	3	4						
			Number of appointments in each class or grade now held by—						
Department.	Total number of gazetted appointments or of appointments not being purely clerical of salaries of ₹100 and upwards.	Distribution of the gazetted appointments and other appointments mentioned in column 2 amongst classes and grades, with rate of pay attached to each.	1 Europeans not domiciled in India.	2 Europeans domiciled in India.	3 Eurasians.	4 Natives of India.			
						(a) Hindus.	(b) Mahomedans.	(c) Others.	(d) Total.
		₹							
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		8 Sub-Assistants . 250	...	1	2	5	...	...	5
		1 Do. . . 225	...	...	1	...	...	...	...
		3 Do. . . 200	...	...	1	2	...	...	2
		1 Do. . . 175	...	...	1	...	...	...	...
		7 Do. . . 150	...	...	5	2	...	...	2
		5 Do. . . 125	...	...	3	1	1	...	2
		9 Head Surveyors . 100	...	...	6	3	...	...	3
		1 Head Accountant . 100	...	...	...	1	...	...	1
		1 General Storekeeper. 100	...	...	...	1	...	...	1
		1 Map Record-keeper 100	...	...	...	1	...	...	1
			...	1	19	17	1	...	18

According to the sanctioned scheme of establishment, there are three grades of Sub-Assistant Superintendents with salaries, respectively, of ₹250, ₹200 and ₹150, but for many years it has been the practice to give men less than the full sanctioned pay and gradually to increase their salaries to the sanctioned amounts. There is reason to believe that this practice will be discontinued.

It will be seen that these appointments are all held by Statutory Natives, and only one of them by a domiciled European. When the Department was originally created, appointments to the gazetted staff were made by nomination. Subsequently competition was introduced open to all classes of Her Majesty's subjects.

The present senior Deputy Superintendent and three other officers obtained their appointments under the competitive system, but after a few months, on the recall of Sir Charles Trevelyan, it was abandoned and either Military officers or Uncovenanted civilians were appointed on the nomination of the Governor. There is now only one Military officer in the Department. Of late years it has been customary to appoint young men, principally the sons of Civil or Military officers, as Probationers. No technical knowledge is demanded of Probationers before they are appointed, but after they are nominated they are required to go through a course of instruction in Surveying and Mathematics at the Civil Engineering College which may extend to one year, and at the end of it to pass an examination in Mathematics and in a Vernacular language. During the course of instruction a Probationer receives a salary of ₹200. The Departmental member considers that these regulations should be altered, and that candidates for gazetted appointments should be required to pass an examination in Mathematics at the Civil Engineering College before appointment. It will also be seen that some of the witnesses suggest that such candidates should be required to complete their education in Surveying at their own expense and without salaries.

The Survey Department was exempted from the operation of the Secretary of State's order of 1879 prohibiting the appointment of Europeans to posts carrying salaries of ₹200 and upwards without reference to him, and it has been understood that the exemption applied to the Revenue Survey Department. Hitherto only Europeans have been appointed to the gazetted staff, but in a Resolution, No. 315, dated 22nd March 1887, the Government of Madras declared its intention to appoint Natives and Europeans alternately. As, however, it is contemplated that the survey of the Presidency will be completed and the Department abolished within a few years, and there are at the present time three Probationers to recruit a staff of fifteen officers, it is improbable that the Government will be in a position to give any considerable effect to the intention it has announced. The Departmental member has discussed in a note the qualifications of the several classes from whom a selection might be made under the terms of the Resolution: (1) Non-gazetted Survey officers, (2) Officers of other Departments such as Deputy Collectors and Tahsildars, (3) Graduates not in the service, (4) others not in the service. He has arranged them in the order in which he and the senior officers of the Department consulted by him would prefer to take them. At the same time he states that it would not be easy at present to find in the Department men suitable in all respects: for although there are some excellent men among them, those who have been long in office would probably not be able to stand field work and those who have done well in the field are generally wanting in education or social standing. Some good men, he thinks, might be obtained from Deputy Collectors and Tahsildars if they could endure the constant travelling and exposure, but he doubts whether a Deputy Collector would care to take the appointment of Assistant Superintendent of Survey.

He considers that young Graduates, if they were first appointed to the non-gazetted grades of which the duties require a certain amount of field work daily, which could not be done without hard exercise and exposure to the sun for several hours, would be likely in the end to turn out the most useful Native Assistants, as they would commence the out-of-door life while young and before they had contracted sedentary habits. He insists that they should be carefully selected, and suggests that preference should be given to the sons of Native officers of good service. He would require them, before appointment, to pass in Surveying at the Civil Engineering College and, before they were sent up-country, to go through a riding school. He would then appoint them Head Surveyors on ₹100 a month, and during the first year employ them solely on traverse survey with the theodolite, and he would declare them, after at least two years' service in that grade, eligible for appointment as Assistant Superintendents. He observes that there are at present so many Graduates seeking employment that it would be unnecessary to resort to the 4th class mentioned by him.

Promotion is regulated usually by seniority, but for sufficient reasons officers may receive special advancement or be passed over.

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The Superintendent makes all appointments and promotions to posts to which the holders are not gazetted, carrying salaries of R50 and upwards, but on the occasion of vacancies the recommendations of the several Deputy Superintendents in charge of parties are considered. Appointments and promotions to posts carrying salaries of less than R50 are made by Deputy Superintendents in charge of parties. No regulations exist prescribing qualifications for admission to non-gazetted offices except in the case of clerks and computers who are required to possess the educational qualification prescribed for clerical appointments in all public offices. Promotion in the non-gazetted grades is regulated solely by merit.

Officers other than Military are entitled to the benefit of the Leave and Pension Rules prescribed for the Uncovenanted Service.

Mr. Gompertz, Deputy Superintendent of the 1st class, has described the duties discharged by the several officers in conducting survey operations.

The Department is divided into five parties, and to each party a Deputy Superintendent is attached with one or more European Assistants, several Sub-Assistants, and other officers of lower grades. The whole responsibility is on the Deputy Superintendent. The Assistant Superintendent carries out the orders he receives, and is generally in charge of a considerable body of men. The Sub-Assistants are placed in charge of smaller detachments in the field or are retained in the office as Managers. Mr. Gompertz stated that when first he joined the Department the whole of the range work was as a rule done by the superior officers, but that recently men of a much lower class have been trained to do this kind of work; that the main-circuit is taken in hand by a specially selected Head Surveyor, and the connection of the Trigonometrical points by the Head Surveyor or a Sub-Assistant; that the observations for azimuth are generally made by a Sub-Assistant, but often by a Head Surveyor; that the village circuits and interior circuits of a village are taken in hand by the Head and Deputy Surveyors; that the Sub-Assistant's duties are principally to inspect the work of his detachment; that Assistant Superintendents supervise one or more Sub-Assistants, and when empowered under the Act decide boundary cases; and that the Deputy Superintendents have to arrange for the whole conduct of work in the field, and to supervise the staff employed there, as well as a very large office. The present cost of the Madras Survey Mr. Gompertz estimated at R280 a square mile: he attributed the cost to the necessity for the employment of stone for demarcation and to a very minute system of check by field measurements. It will be remembered that during the sitting of the Sub-Committee at Simla, testimony was borne by a superior officer (Major Sandeman) of the Trigonometrical Survey to the excellence of the Madras Surveys.

The description above given of the duties of the several officers of the Department indicates the technical and other qualifications essential for efficient service.

The Departmental member observes that officers must not only be thoroughly good Surveyors, but must have sufficient administrative ability to control large bodies of men and possess sufficient knowledge of Revenue records to settle boundary disputes; that they must be of active habits and able to stand exposure to climate.

He also states that the qualifications for efficient service in the non-gazetted grades vary with the duties on which the men are employed. He mentions that the operations of the Department are divided into five technical sections—

Field work.
1. Demarcation and field measurement,
2. Survey with theodolite and plane-table,

Office work.
1. Computation,
2. Mapping,
3. Publication, *i.e.*, printing maps by photozincography.

He observes that men of the same grade and drawing the same pay may be employed in different sections; that few, if any, men are well qualified for employment in all, though some are qualified for it in two or three sections; and that in the lower grades, the men are, as a rule, qualified for work in one section only.

The Departmental member states that domiciled Europeans and Eurasians have not as yet been tried as gazetted officers, that they are useful as Theodolite Surveyors and for plane-table work in hilly country for which Hindu Surveyors are less adapted, and that for office work generally they are as useful as Hindus. He considers that Natives are useful as Surveyors in the plains and for field demarcation and measurement, and that for demarcation Hindus are generally better qualified than domiciled Europeans or Eurasians, because this work requires acquaintance with Revenue accounts. He states that Hindus are generally employed on account and clerical duties to the exclusion of Europeans and Eurasians, because they can be obtained on smaller salaries, and that a well educated Hindu generally prefers office to field work, while a European or Eurasian often prefers the field. He observes that there are very

few Mahomedans who are Surveyors, that they appear to dislike field work, and that in the office they are more often employed as Draftsmen than as Computers or Clerks, the reason being that Draftsmen are exempt from passing the examination prescribed for the clerical staff. He adds that with few exceptions, the Mahomedans who apply for employment are not acquainted with English, and that they are not as quick at figures as Hindus. The Departmental member considers that Village Kurnams could, if instructed and supervised by Survey officers, do the field demarcation and field measurement, but that it would be necessary to relieve them, while so employed, of their ordinary duties.

Five witnesses were produced or presented themselves for examination.

Mr. H. J. C. Gompertz, Deputy Superintendent of the 1st class, stated that, having had some training as an Engineer in England, he came to India and took up an appointment on the Madras Railway which he quitted on obtaining, at a competitive examination, an appointment in the Survey Department. Mr. Gompertz stated that he had not met any Natives whom he considered qualified to be gazetted officers in this Department. He mentioned that he could obtain Matriculates on from R10 to R15 a month who are qualified to do boundary and field demarcation, and boundary survey, men who could rise to the first grade of Sub-Assistants, but who are not sufficiently good to be placed in the supervising grades. In answer to the question whether Natives are unfit and disqualified for employment in these grades, because they are not equal to the charge of large parties, Mr. Gompertz stated that Natives could do such work in a certain way, but that he would lay it down as an axiom that for such work a man educated in England is, and must be, superior to a Native, including in that term a Statutory Native. A very conclusive proof of the superiority of men educated in England is, he thought, furnished by the fact that Europeans who can afford to do so, invariably send their children to Europe for education. He admitted that as an exceptional case a Native might be found who could take command of a party, and that Natives at present take command of considerable parties, but he asserted that they must do so under supervision, and cannot do it independently. He mentioned as an instance a Native Assistant then working in his party. He described him as excellent for certain work, the best Native Assistant he had had, and better than any Eurasian, as having held charge of a very large detachment in Tanjore and also in Madura, and as being a man whom he would not, under circumstances of emergency, hesitate to appoint to act for an Assistant; yet he asserted that it would be necessary that he should work under supervision. He considered that Natives would fail in the supervising grades, because the three requisites —education, physical capacity, and social standing—are seldom found combined in a Native, and a Native in whom they are found would not enter the Department.

Mr. Gompertz stated that Natives of ability, who have paid for their own technical training, are willing to enter the subordinate grades of the Department, and he mentioned that a young man, a Matriculate, who had qualified in the higher class in the Civil Engineering College and gained a prize at the senior student's examination, had accepted a temporary post on a salary of R40, and he added that there is another B.C.E. in a subordinate grade. He expressed himself as entirely opposed to the system of paying Probationers during the course of instruction, and maintained that these gentlemen should educate themselves at their own expense.

Mr. G. Venkataramaya, Civil Assistant, entered the Department as a volunteer and obtained the post of Gomashta on R10, whence he had worked his way up to the highest post held by a non-gazetted officer. He contended that all future vacancies in the gazetted staff should be reserved for Natives, firstly, because there were at present a sufficient number of European Probationers to fill any vacancies that may occur during the next one or two years, and secondly, because most of the Assistant Superintendents are young men who have only recently joined the Department, and it is unlikely that there will be more than three or four vacancies before the completion of the survey. He recommended that the selection of Native candidates should be made from (1) men of long service and tried ability in the Department, and (2) Graduates of good physique and moral character. He would submit men appointed from the Department to a probation of one year and Graduates to a probation of two years. The Graduates, he thought, should commence as Sub-Assistants on salaries of R125.

He admitted that Hindus hold a fair share of the non-gazetted appointments, but he complained that the full sanctioned pay of an appointment is not given to a man for several years after he has been posted to it and shown his fitness, and he thought that that this practice should be altered.

He considered that the demarcation and measurement of revenue fields could be safely entrusted to Kurnams if they were instructed in the work, but they would, he considered, require careful supervision, and he suggested that a Deputy Surveyor should be placed in charge of every ten villages, and a Sub-Assistant in charge of a Taluq. In this way he thought that

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the work might be done more cheaply than at present and without any sacrifice of accuracy. He considered Kurnams well qualified for such work by reason of the intimate knowledge they possess of the locality and of the Revenue accounts, and that if they are properly supervised, their honesty may be relied on. He stated that he would not himself accept an appointment as Assistant Surveyor as after twenty-eight years' service in the office, his health would probably give way under the work.

Mr. J. Dring, the senior Sub-Assistant Surveyor, stated that he had served for nine years in the Ordnance Artificer Corps and had, during that period, gone through a course of Surveying and Civil Engineering before he entered the Department; that he obtained his first appointment in 1867 as Acting Head Surveyor on R50; that he had become Acting Sub-Assistant on a salary of R125 in 1871, and that since 1883 he had been drawing R250, the maximum pay of his grade. He claimed that Sub-Assistants should be eligible for promotion to the superior grades, because they had been placed in charge of branch offices and had satisfactorily performed precisely the same duties as those of Assistant Superintendents. He complained that equal salaries are paid to Sub-Assistants, invariably Asiatics, who are retained in the office and to Sub-Assistants in the field; whereas the latter have heavier duties and larger expenses, and are exposed to hardships which the Sub-Assistants at head-quarters escape. He asserted that the latter possess no special qualifications, but had been at the commencement of their service either Draftsmen, Computers, Accountants, or Storekeepers, and that they have only a theoretical knowledge, if any, of field work. He considered that the inequality might be reduced if Eurasians who had served for a considerable time in the field were transferred to office duties, and he declared that if this course had been open to them, many men, whose health had given way in the faithful and zealous discharge of their duties out of doors and who had been compelled to retire on a one-third pension, would have been able to continue their service in the office and have earned a higher pension. He urged the abolition of the system of deductions of pay for short out-turn, seeing that the Surveyor's salaries are small and that the out-turn of work required occasions constant physical strain and frequently results in sickness which entails loss of pay. He pointed out that in the Madras Survey, unlike the Trigonometrical, work is carried on all the year, and that the Surveyors have not the opportunity of spending the unhealthy season in a healthy climate and of thus recruiting their health. He also urged thata simialar concession should be made to the Field officers as is made to officers in the Police, *viz.*, a reduction of the period of service required for pension, and he pointed out that these men have to work at times in malarious tracts where they undergo great hardships, and that they aree xposed to all kinds of climate. Mr. Dring complained that Military men who had joined the Department, and taken their discharge under an order passed in 1873, are not allowed to count for pension their military service; and that those who had joined since 1873 and remained in the military service, do not receive promotion according to length of service as their comrades do in the Public Works Department, and can therefore get only the lowest military pensions.

Mr. J. Lakshmi Kantha Rao, a Deputy Commissioner of the Revenue Settlement, who had entered that Department as English Clerk on a salary of R35 and had risen to a gazetted appointment with a salary of R750 stated that, if the Kurnams of the Southern Districts are properly instructed and supervised, their work is as reliable as that of the field Surveyors. He did not think that the Kurnams are, as a class, honest, but he believed that any dishonesty on their part would be easily detected. He stated that in the Revenue Settlement Department the officers who go to the fields and register the ryots' lands are the Classifiers who receive salaries of from R20 to R50. He stated that as Deputy Commissioner of Settlement he had had charge of several parties, each consisting of about 70 men, and that he works under no immediate supervision, but reports directly to the Director of Settlement.

Mr. J. A. D'Cruz, B.C.E., a Sub-Assistant, maintained that, although the Department is exempted from the rules of 1879, the absolute exclusion of Statutory Natives from the gazetted appointments is a violation of the intention of the rules. He maintained that the nominees appointed to the superior grade are practically men of very little education as is shown by the instruction which they are required to receive at the expense of the State—an instruction in subjects which form part only of the Overseer's course; and that it is almost a breach of faith by the establishment of a Government College to induce Natives to provide themselves at their own cost with an education up to an Engineering degree and to supersede them in favor of the uninstructed nominees. He also maintained that the Field Surveyors who have proved themselves competent to conduct the duties of Assistant Superintendents are entitled to promotion, and that by reason of their experience and knowledge of the vernaculars they would possess advantages in which European youths must, for a long time, be wanting. With regard to the physical capacity of Engineering Graduates, he pointed out that these Graduates

obtain from Medical officers certificates of physical fitness for the Public Works Department, of which the duties involve no less exposure than the Survey, and he insisted that it is the subordinate staff rather than the superior officers who are most exposed to climate and have to endure the greatest discomforts. He called attention to the paucity of educated men in the Department, and asserted that this is due to the scant recognition of educational qualifications; and he maintained that no persons could become thoroughly competent Surveyors unless they had not only received the practical education which is now all that is required of Probationers, but had been well grounded in scientific knowledge. Madras. Revenue Survey.

BOMBAY.

The Revenue Survey Department in the Bombay Presidency is charged not only with the survey of land liable to revenue, waste, and forest, the demarcation of boundaries and the decision of boundary disputes, but also with the assessment of the rates at which revenue is payable on land brought under settlement. Bombay. Revenue Survey.

The Departmental member has given a concise history of the Department. It was originally organized in 1836, and, after re-organization in 1847, was placed in 1851 under a Survey Commissioner, Captain (now Sir) George Wingate. On the retirement of that officer, his appointment was not filled up, but in 1863-64 two Survey Commissioners were appointed—one to the charge of the Northern, the other to that of the Southern Division—and in 1881 the Department was again placed under a single Commissioner.

In the Presidency proper there are at present four Survey Divisions, *viz.*, the Poona and Nasik Survey, the Gujarat Survey, the Ratnagiri Survey, and the Southern Mahratta Country Survey. Each of these divisions is under the charge of a Superintendent or Deputy Superintendent according to the number of establishments comprised in the Division.

Subordinate to the Superintendent of Survey, there are an Assistant Settlement Officer and Assistant Superintendents of Survey, the number of Assistant Superintendents varying in each division. The duties of the Assistant Settlement Officer are to supervise the classification of soils performed by a field establishment in his direct charge and also to collect such statistics as to the population and condition of villages, the crops and the soil as may be necessary for the assessment of Revenue rates and the compilation of Settlement reports. The duties of the Assistant Superintendents are to supervise the measurement of the lands and the classification of soils.

The existing staff of the Department consists of the Survey Commissioner, with a salary of ₹2,500, including a personal allowance of ₹175; two Superintendents, of whom one receives ₹1,200, and the other, being a Military officer, ₹1,427-14-0; two Deputy Superintendents on ₹760; four Settlement Officers on ₹710; sixteen Assistant Superintendents of the 1st grade on ₹660; nine Assistant Superintendents of the 2nd grade on ₹560; one Assistant Superintendent of the 3rd grade on ₹455; and four Assistant Superintendents of the 4th grade on ₹355. There are also four appointments of Probationary Assistant Superintendents on ₹280; but these appointments are at present vacant, probably because it is deemed inexpedient to increase the staff of a Department of which it is contemplated that the operations will be brought to a close in about seven years. In the Map office there is a Superintendent on ₹800, a Head Photographer on ₹300, and a Zincographic Printer on ₹150.

Of the four Settlement Officers, two are domiciled Europeans and one is a Eurasian, and there are three Eurasians in the 1st grade of Assistant Superintendents. The Zincographic Printer is a domiciled European. With these exceptions all the officers of the Department whose pay amounts to ₹100, and who are not charged with purely clerical duties, are non-domiciled Europeans.

Surveyors who enter the Department after an examination and classifiers of soils, when employed in charge of small parties and under the supervision of the Superintendent or an Assistant Superintendent, receive salaries of ₹75, and salaries of ₹35 are paid to measurers.

The grade of Assistant Superintendent was created at the time of the re-organization of the Department in 1847. On first appointment officers were originally posted on probation to the grade of Supernumerary Assistant; but in 1880 the designation of this grade was changed to that of Probationary or Acting Assistant Superintendent. Before appointment, officers are required to have passed an examination in either Mahratti or Gujarati; and after appointment to qualify for the grade of Assistant Superintendent within a period usually of one year. The Departmental member does not mention whether these qualifications are tested by any departmental examination.

In 1854 the grade of Sub-Assistant Superintendent was created with the object, it is stated, of rewarding deserving men of the Sappers and Miners, then employed in the Survey as Overseers and was abolished in 1868. A few of these officers were so appointed, and of other

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classes there were appointed at different times two Europeans, five Eurasians, a Hindu, a Mahomedan and a Parsi. Of the Eurasians, four are now serving in the Department, one as Settlement Officer and three as Assistant Superintendents of the 1st grade. The Hindu is dead, and the Parsi has retired. The Mahomedan retained his appointment in the Sind Survey up to 1879, and when he retired, the grade was abolished in that Survey also. It is not mentioned whether the Europeans who entered in this grade remain in the Department in a higher grade.

The Departmental member does not state what technical or other qualifications are required for efficient service in the Department; but it is to be inferred from his observations that he considers that integrity is specially required in the supervising officers as well as the technical ability to carry on the operations of survey, to classify soils, and to assess rates of revenue. He observes that the main reason for requiring special integrity in the supervising officers of the Survey is that the Department fixes rates of assessment, which are not only to be collected for the period of the current settlement, but are to form the basis of the land-revenue for all subsequent settlements. He regards this duty as one of greater trust and heavier responsibility than the mere collection of revenue; and he suggests that it was in recognition of the importance of securing officers on whom it could implicitly rely that this Department was exempted from the operation of the rules of 1879. He states that the system adopted in the Department is to work with a lowly-paid Native staff, and to secure the necessary integrity by close supervision exercised by European agency. He maintains that this system has been found to be both economical and effective when properly worked. He allows that it might be possible to secure the required integrity if a more highly-paid Native staff were employed under the supervision of Native Assistant Superintendents; but he expresses his doubt whether it would be secured, and he regards it as still more doubtful whether the employment of Native Assistant Superintendents would not prove more expensive than the maintenance of the existing European staff.

Four witnesses were examined by the Sub-Committee:—

Colonel C. W. Godfrey, B.S.C., Superintendent in charge of the Ratnagiri Survey, stated that he joined the Department in 1864; that originally Natives were tried in the higher grades of the service, but that he had learnt from the Revenue Commissioner's report issued in 1836 that they had failed, and consequently European or Eurasian agency had since been uniformly employed. He considered that Natives are fully qualified to survey, and that some of them can classify soils remarkably well, and would do so, provided that there were supervision; but he regarded them as hardly equal to Europeans as classifiers, and he thought that they would be less trustworthy and more amenable to influences. He stated that when the Sub-Assistant grade was in existence the officers of that grade did very much the same sort of measurement work as the present Assistants; but that, as a rule, they did no classification; and he observed that this branch of work is even now confined to some of the Assistants. He considered that the employment of Natives as Assistants would entail the appointment of more Superintendents, and that as the Department is now constituted, it would be unwise to employ them as Assistant Superintendents, as the work is done where there is no adequate control. He stated that he knew that one Native has been employed in the Survey in Gujarat, but that all branches of work are not entrusted to him. He mentioned that the subordinates of the Department have great opportunities for fraud, and that many prosecutions have been instituted against them. While he admitted that education had advanced in the Presidency, he was of opinion that there has not been much advance in morality. He added that in numerous instances villagers applied that the work might be tested by Europeans, and were perfectly satisfied when this had been done.

Mr. W. M. Fletcher, Superintendent of the Poona and Nasik Survey, stated that he entered the Department in 1865 as Supernumerary Probationer, and rose through the several grades till he was appointed Superintendent in 1879. Mr. Fletcher was of opinion that the office of Assistant Superintendent is one of great responsibility and requires great integrity, and for this reason he expressed his preference for European to Native agency. Putting aside the question of trustworthiness, he considered that Natives can do the work equally well. In speaking of European agency, he explained that he referred to Europeans of some social position; and he added that, although he regarded some Eurasians as trustworthy, he considered them as a class less so than the class of Europeans to whom he had referred. He admitted that he knew many Natives whom he would class with Eurasians in respect of honesty. He was aware that the Talukdari Settlement Officer in Gujarat is a Parsi. He considered that an Executive Engineer is not exposed to such constant temptations as a Settlement Officer. He admitted that Deputy Collectors are entrusted by Government with the charges of Assistant Collectors, but he maintained that the position of a Deputy Collector is not so independent as that of a directing Survey officer. He again explained that he did not desire to be understood as suggesting that all Eurasians are untrustworthy; that he had contrasted the

Bombay. Revenue Survey.

whole class of Eurasians with a limited portion of another class, namely, the special class of Europeans who now mainly fill the appointments of Assistant Superintendents.

Mr. H. F. Hatch, Assistant Superintendent, the son of a Military officer, and who had been born in India but educated in England, stated that he had learnt something of Surveying in England, and had been appointed to the Department in 1873. He considered that, so far as regards the technical work of the Survey Department, measuring and classifying, Natives are quite competent to do it. He allowed that he had had no experience of Natives as Assistant Superintendents, but, judging from the reputation borne among the peasantry by Mamlatdars, Deputy Collectors, and Sub-Judges, he thought that Natives would not be reliable in such responsible positions as those of Assistant Settlement Officers. He mentioned that he had been engaged under the Collector in the settlement of Khote tenures; that there were employed at the same time on the same work two other Settlement Officers who were Natives, and that those officers were still engaged in the settlement. He had reason to believe that Natives prefer to have their cases settled by an Englishman rather than by their country-men who might be subject to social influences. He had been told this when he was working with the Native officers whom he had mentioned, and to illustrate the importance of fairness in the assessment of the land-revenue, he added that when conversing with the peasantry in the Konkan, he had been told that the English would not have obtained possession of that tract so easily if it had not been for the exactions to which the people had been subjected by the Revenue officers of the Peishwa.

Rao Bahadur Bhimbhai Kirparam, Personal Assistant to the Director of Agriculture, stated that although the Survey and Settlement Department would be abolished in 1892, there must be a trained agency to continue its work; and he urged that Natives should be trained under the existing European agency, so that they might be able to carry it on. He maintained that well-educated Natives, if trained in the Survey, would be as trustworthy as Europeans.

SIND.

Sind. Revenue Survey.

The Revenue Survey Department in Sind is charged with the same duties as the Department in the Bombay Presidency, and officers are, when occasion requires, transferred from the one to the other.

The staff at present consists of a Superintendent, a Military officer on ₹1,127-14, an Assistant Settlement Officer, and seven Assistant Superintendents, of whom four are in the 1st Grade, one is in the 2nd Grade, one in the 3rd Grade, and one in the 4th Grade. The Assistant Settlement Officer receives a salary of ₹710, and the Assistant Superintendents salaries at the same rate as are enjoyed by officers in the corresponding grades in the Bombay Survey Department.

With the exception of an Assistant Superintendent of the 1st Grade, who is a domiciled European, all the gazetted officers are non-domiciled Europeans.

Existing organization and constitution of the Revenue Survey Department in Sind.

1	2	3	4							
			NUMBER OF APPOINTMENTS IN EACH CLASS OR GRADE NOW HELD BY—							
			1	2	3	4 NATIVES OF INDIA.				
Department.	Total number of gazetted appointments or of appointments not being purely clerical, carrying salaries of Rs. 100 and upwards.	Distribution of gazetted appointments or of other appointments mentioned in column 2 amongst classes and grades, with rate of pay attached to each.	Europeans not domiciled in India.	Europeans domiciled in India.	Eurasians.	(a) Hindus.	(b) Mahomedans.	(c) Others.	(d) Total.
Revenue Survey .	10	1 Superintendent, Rs. 1,127-14.	1	...	...	...	...	...	...
		1 Assistant Settlement Officer, Rs. 710.	1	...	...	...	...	...	...
		3 Assistant Superintendents, 1st Grade, Rs. 660.	2	1	...	...	...	...	...
		2 Assistant Superintendents, 2nd Grade, Rs. 560.	2	...	...	...	...	...	...
		2 Assistant Superintendents 3rd Grade, Rs. 455.	2	...	...	...	...	...	...
		1 Assistant Superintendent, 4th Grade, Rs. 355.	1	...	...	...	...	...	...

Appendix O. 18.

TELEGRAPH DEPARTMENT.

INDIA.

India. Telegraphs.

The staff of the Telegraph Department comprises the Superior Establishment, the Accounts Branch, the Upper Subordinate Establishment, the Signalling Establishment including Telegraph Masters, and the Lower Subordinate Establishment.

The Superior Establishment, in October 1887, consisted of 97 gazetted officers.

The administration of the Department rests with the Director-General on a salary of ₹3,000, assisted by the Deputy Director-General on a salary of ₹2,000, and the Director of the Traffic Branch and the Director of the Construction Branch on salaries of ₹1,225-1,600. The Director-General is also allowed the services of a gazetted officer as Personal Assistant. The superintending and higher executive staff is graded as follows: There are four Superintendents in the 1st grade on ₹1,125-1,500, eight Superintendents in the 2nd grade on ₹900-1,050, twelve Superintendents in the 3rd grade on ₹800, eight Superintendents in the 4th grade on ₹700, and eight Superintendents in the 3rd grade on ₹600. There are 55 Assistant Superintendents. These officers receive on joining their appointments a salary of ₹250, which rises by yearly increments of ₹25 to the maximum of ₹500; but the increment is conditional on efficient service. The Director-General reports that, in considering each year whether the increment should be granted or refused according to the merits of each officer, he maintains a very close review of the qualifications of his staff and the nature and quality of the work done.

The gazetted officers are with two exceptions non-domiciled Europeans. One Superintendent in the 5th grade and one Assistant Superintendent are Eurasians.

On the creation of the Department some officers for the gazetted staff were appointed in India, others were appointed by the Court of Directors and subsequently by the Secretary of State and specially trained in England. Since 1878, appointments to the gazetted staff have been made from, and are now practically confined to, students trained at the Royal Engineering College at Cooper's Hill.

Candidates for admission to the College must be above the age of 17 and under the age of 21 on the 1st July of the year of admission. The first-year's course for students at the College comprises instruction in descriptive engineering, geometrical and freehand drawing, surveying, chemistry accompanied with work in the laboratory, physics, mathematics including plain analytical geometry, elements of the calculus, statics, dynamics, &c., geology, and French or German. At the end of the first year the students are divided into special classes according as they are to be educated for engineering or telegraph work. The telegraph students in the second year go through a course of instruction in mathematics, applied mathematics, mathematical physics, chemistry with work in the laboratory, telegraphy, telegraph construction, signalling and accounts. At the final examination on the conclusion of the two-years' course the Indian appointments are offered to the students who have obtained the highest marks. It is required that they should be British subjects of good moral character, of sound constitution, and free from any physical defects which would render them unfit for employment in the Department.

While resolving for the present to recruit the superior staff from the Royal Engineering College, the authorities in England and in India have been alive to the importance of recruiting this branch of the Department also in India, and of providing sufficient opportunities for technical instruction in this country. In a Despatch No. 8 T, dated 10th April, 1879, the Secretary of State pronounced it on every account desirable that Native agency should, as far as possible, be employed in the grade of Assistant Superintendent, and considered it probable that the adoption of this course might admit of a sensible reduction of the European portion of the staff below its then actual numerical stength.

In reply, the Government of India, in a Despatch No. 10 T, dated 17th March 1880, stated that it had had the question of the employment of Natives of India in the executive duties of the Department under consideration, but that the work of an executive telegraph officer required a combination of great physical endurance with considerable scientific attainments, and that it was aware there might at present be difficulty in securing in this country the

services of those possessing the requisite qualifications. As a tentative measure the Government of India proposed the creation of a lower executive establishment, and intimated that if that establishment should prove as effective as it hoped, it would be possible even with the increased and increasing work to diminish largely the staff of Assistant Superintendents. Estimating the annual number of casualties in the superior staff at five, it proposed that the Secretary of State should arrange for the appointment of only two Assistant Superintendents annually,—the first two to land in India in the autumn of 1882—that the three vacancies unprovided for should be allowed to lapse or be filled experimentally by appointments in this country, as the service might require, and that the pay of appointments filled in India should be fixed at two-thirds of the pay of similar appointments filled in England.

In a Despatch, No. 23 T, dated 16th September, 1880, the Secretary of State fully approved of the principle of the establishment of a lower executive service, and sanctioned the substitution for the then existing staff of seven Sub-Assistants and 24 Inspectors, of a staff of 50 Sub-Assistants to be divided into two grades, the pay of the lower to commence at R150 and the pay of the higher to rise to a maximum of R350. He at the same time ordered that the staff of Assistants should thereafter be fixed at 70, and that all members of the then existing staff of 87 Assistants in excess of 70 should be deemed supernumeraries. He also approved of the proposal to assign to persons engaged in India salaries on the two-thirds scale; and he suggested that the Government of India should consider whether suitable technical education might not be provided at the Civil Engineering Colleges or other Institutions in India in those branches of science which were needed to qualify persons for admission into the Telegraph Service.

The Government of India, in a Despatch, No. 5 T, dated 23rd April, 1881, intimated its intention to establish a class at the Thomason Civil Engineering College for the instruction of candidates for the superior establishment of the Telegraph Department, as soon as the final instructions of the Secretary of State on certain proposals then made were known.

The Secretary of State, on September 8th, 1881, expressed his entire approval of this intention, and directed the Government of India to consider whether similar arrangements could not be made at the Engineering Colleges of Madras and Bombay.

The Government of India, on the 27th October, 1881, published a Resolution Nos. 186-9T.E., in which, after mentioning that the number of calculated vacancies in the superior staff would be three and four in alternate years, and that it had arranged for the appointment of two officers annually in England, it notified that the remaining vacancies would be filled as occasion might require by officers trained in India, as soon as arrangements for training them were completed. It was added that Natives of India appointed in this country would be engaged on salaries at two-thirds of the rates notified for officers recruited in England.

On the 26th January, 1882, in advertence to this Notification, the Secretary of State, presuming that by officers trained in India were meant Natives of India, desired to be informed of the steps which had been, or might be, taken for providing technical instruction in Madras and Bombay as well as at Rurki for those Natives of India who might offer themselves as candidates for admission to the Department.

The Government of India, on the 8th July, 1882, explained that, inasmuch as the number of the superior officers was nineteen in excess of the scale sanctioned on the recent reorganization of the Department, and as it had been resolved to appoint annually two officers trained in England, it will necessarily be some years before the supernumerary officers can be absorbed and vacancies become available to be filled up by Natives of India, and the Director-General reported that even if the steps then contemplated were taken for reducing the numbers to the sanctioned strength, it would be at the least six years before that object was attained, and it would be premature to provide for the training of officers in India till their prospects of entering the Department became less remote.

Now that the main lines of communication have been established and the organization of the Department has been completed, it has been resolved to reduce the number of officers on the superior staff to 84, and in order to expedite promotion an inducement has been offered to secure the more speedy retirement of some of the senior officers in the form of special pensions.

Promotions to and in the grades of Superintendents are made by the Government of India on the recommendation of the Director-General.

Officers of the superior establishment are entitled to the benefit of the leave and pension rules applicable to Uncovenanted officers, and such of them as have been trained in England or whose names are scheduled are entitled to special privileges. Under Resolutions of the Government of India No. 377, dated 23rd January, 1885, and No. 1709, dated 1st July, 1885,* officers specially trained who entered the Department under covenant with the Court of Directors, officers under covenant with the Secretary of State, and officers appointed from Cooper's Hill

* Printed at Page 22 of Volume relating to Telegraph Department.

India.
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are entitled to graduated pensions subject to a certain maximum after 10 years' service on medical certificate and after 20 years' service without such a certificate; officers who have attained the position of Director-General or Deputy Director-General and served in those ranks for three years are entitled to extra pensions of R2,000 per annum, and officers who have attained and held for three years the rank of Directors or Superintendents of the 1st grade are entitled to extra pensions of R1,000 per annum.

The Director-General, Deputy Director-General, and Directors constitute what is termed "the Direction." The local area over which the normal operations of the Department are carried on is distributed into 17 divisions—Arrakan, Assam, Bellary, Bengal, Bombay, Burma, Upper Burma, Dacca, Ganjam, Indore, Madras, Malabar, Nagpur, Oudh and Rohilkhund, Punjab, Rajputana, and Sindh and Beluchistan. Each of these divisions is administered by a Senior Superintendent of rank not below that of the 3rd grade. His executive staff consists of 4th and 5th grade Superintendents, Assistant Superintendents or Sub-Assistant Superintendents, each of whom is in charge of or attached to a sub-division or work of construction or important office. Other Superintendents hold the appointments of Chief Superintendent, Check Officer, Electrician, Chief Superintendent of Stores and Chief Superintendents of Workshops. The duties of these officers obviously vary with the branch of work on which they are engaged, but they all entail responsibility and involve in a greater or less degree the careful supervision of numerous subordinates, inspection of work, control of expenditure, checking of estimates, and the designing or encouraging improvements in electrical apparatus and lines of communication, and in the general working of the Department.

In addition to the normal operations of the Department it is required to furnish a staff to accompany military forces operating on or beyond the frontier, and this staff is ordinarily placed in charge of an experienced Superintendent.

On the arrival of newly-appointed Assistant Superintendents in India, they are, as a rule, posted for a short period to the Telegraph Workshops at Calcutta, that they may become familiar with the principal instruments and apparatus used in the Department, of which they are required to prepare accurate drawings. They are then, when it is possible, employed in a large Telegraph office under the charge of a superior officer; and when they have acquired facility in signalling and receiving messages with the instruments used in this country, they are employed on telegraph construction or placed in charge of a sub-division. The Director-General is understood to approve of the system of education pursued at Cooper's Hill, as calculated to secure officers with the necessary scientific training for efficient service, and he observes that scientific study must be constantly pursued, and that on occasions physical qualifications are of no less importance than intellectual ability.

He mentions that a Eurasian officer, who obtained his appointment at Cooper's Hill, has suffered somewhat from inferior physique, but that another Eurasian, appointed before the system of selecting officers from the students of the Royal Engineering College was established, has proved himself a first rate executive officer.

The Accounts Branch is officered by the staff of the Public Works Accounts Department.

Inasmuch as the Upper Subordinate Establishment is recruited from the Signalling staff, it will be convenient to deal with it after some account has been given of the latter branch.

The sanctioned strength of the Signalling Branch is 1,404 and according to a return furnished in October of the present year, the number of its officers was then 1,286. But there are also attached to the Department ten British soldiers, of whom one, who is employed in the workshops, receives a salary of R200 from the Department. Of the 1,286 officers shown in the return 147 are domiciled Europeans, 889 are Eurasians, 209 are Hindus, 7 are Mahomedans, and 34 are Natives of other creeds.

The Signalling Branch comprises a General and a Local Service; the members of the latter engage to serve within certain defined limits, roughly speaking, the limits of the Presidency or Province for which they are enlisted: the members of the General Service engage to serve in any Province or place to which the operations of the Department may extend. The creation of a General Service has been suggested by the necessity for obtaining trained men to do duty in Provinces in which the local recruitment is insufficient, or when new divisions are constituted. As an inducement to attract officers to the General Service, and to compensate them for the expense entailed by the transfers to which members of this service are liable, they receive higher rates of pay than are allowed to the officers of the Local Service. Local Service men are permitted to volunteer for General Service if they are fit for it and their services are required, and General Service men may be transferred to the Local Service if the requirements of the Department admit of it.

The rate of pay is also regulated by the degree of efficiency attained in technical work

there are consequently four grades of Signallers in each service, termed respectively superior, good, average, and indifferent; but the indifferent grade is a punishment grade.

The sanctioned strength of these grades respectively is as follows:—Superior, 10 per cent.; good, 30 per cent.; average and indifferent, 60 per cent.

The pay of each grade is further regulated by length of service. The rates are shown in the following table:—

Years of service.	Local scale.				General scale.			
	Indifferent.	Average.	Good.	Superior.	Indifferent.	Average.	Good.	Superior.
	₹	₹	₹	₹	₹	₹	₹	₹
0	20	27	33	40	30	40	50	60
1	22	29	37	44	33	44	55	66
2	24	32	40	48	36	48	60	72
3	26	35	43	52	39	52	65	78
4	28	37	47	56	42	56	70	84
5	30	40	50	60	45	60	75	90
6	35	44	55	66	52	66	82	99
7	38	48	60	72	57	72	90	108
8	41	52	65	78	61	78	97	117
9	44	56	70	84	66	84	105	126
10	47	60	75	90	71	90	112	135
11	51	65	81	98	77	98	122	147
12	55	71	88	106	83	106	132	159
13	59	76	95	114	89	114	142	171
14	63	81	101	122	95	122	152	183
15	67	87	108	130	100	130	162	195

In order to provide technical training for candidates for employment in this branch, classes are formed at several centres open to persons without distinction of race, who are physically qualified for employment, are between the ages of 16 and 20 years, and have passed a qualifying examination in English dictation and composition, geography, arithmetic, and algebra up to simple equations. The students at these classes are termed probationers, and the period of training is regulated by the ability of the candidates: the full period allowed for training in the classes is ordinarily nine months. Before admission as paid Signallers, probationers are required to pass an examination in elementary electricity and magnetism, office routine, signalling, the use and nature of instruments and dictation. Special classes have also been formed for pupils of the Free School, Calcutta, and of the Lawrence Asylums at Sanawar and Ootacamund, but it is understood that the first named of these classes was unsuccessful and has been discontinued. In the Lawrence Asylum classes the instruction in the subjects of electricity and magnetism is somewhat more extended than in the ordinary training classes, and the course, which extends over a period of two years, also includes practical instruction in the elements of telegraph construction and repairs.

All Signallers are first appointed to the average grade, and receive the minimum pay of that grade, and may attain the maximum pay by fifteen yearly increments. Length of service gives no claim to promotion to the good or superior grade, which are reserved for officers of exceptional merit and ability. Examinations, open to all members of the branch, are held periodically when a sufficient number of vacancies is available, in order to determine what officers are qualified for promotion to the good and superior grades. The test is not confined to technical and educational attainments, but conduct and special services are taken into consideration and marks are allotted for them. For exceptionally good service, the Director-General occasionally awards promotion without examination. When the number of officers who have proved their qualification by examination is in excess of the number of vacancies in the grade for which they have qualified, the names of those who cannot be at once admitted to the grade are placed in a supernumerary list, and they are appointed as vacancies occur. In order to increase and maintain the efficiency of the staff, technical circulars and hand-books besides text-books on electricity and telegraphy are available for reference and private study in every Telegraph office; an annual examination is also held to test the manipulative ability of the officers, and they are required to maintain certain minimum standards to preserve their places in the grades. It will be seen that some complaint has been made that this rule operates harshly in the case of men of advanced age, but the standards are pronounced by officers qualified to express an opinion as not excessive. Members of the Signalling staff, who show special aptitude, are employed as testing Telegraph-Masters at the large stations at which the lines are regularly tested. They are also attached, when practicable, to the office of the Electrician, and assist

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him in cable testing and experimental research. In addition to the qualifications of a Signaller which Telegraph-Masters are ordinarily required to posses in a high degree, they are required to give proof of good business habits, tact in dealing with the public, and the power of controlling their subordinates and maintaining discipline.

In addition to their emoluments as Signallers, Telegraph-Masters draw allowances of R80, 60, 40 and 20 for the charge of offices or training classes, the charge of bodies of Signallers on duty in the larger offices, and special testing and inspection duties. These allowances are local and not personal; but inasmuch as they are taken into account in determining the amount of pension, complaint has been made that a Telegraph-Master may by transfer to a station, at which the allowance is smaller than that which was attached to the office from which he was transferred, suffer a serious diminution in the amount claimable as pension.

The Director-General pronounces the Telegraph-Masters of the Department to be as a class a most efficient and intelligent body of men.

The Upper Subordinate Establishment is recruited from the members of the Signalling staff who have attained to the superior grade, the selection being made with reference to special aptitude, conduct, and physique, rather than to length of service; the qualifications of officers for line work are tested by attaching them to a work of construction: officers who have thus proved their efficiency enter the 2nd grade of Sub-Assistants and their first year's service in that grade is regarded as probationary. Promotion to the first grade is regulated by vacancies. The number of officers in these grades is contingent on the number of officers of the Superior Establishment, the Government of India having ruled [No. 18 T.E., Public Works Department, dated 8th February, 1886] that the aggregate number of officers of the Superior and Upper Subordinate Establishments shall not exceed 165. At the date of the return before mentioned, there were 26 Sub-Assistants in the first grade on salaries of R275-350, of whom 13 were domiciled Europeans and 13 were Eurasians; and 30 Assistants in the 2nd grade, on salaries of R250-275, of whom 13 were domiciled Europeans, 15 were Eurasians, and 2 were Hindus.

The most intelligent and reliable members of the Upper Subordinate Establishment are chosen for sub-divisional charges, and the attainments required of them are consequently similar to those of Assistant Superintendents, though less in degree. The Director-General reports that "they are not quite so mobile as young officers from England, nor are their ideas of discipline so correct; while, on the other hand, their mode of enforcing it may be less facile; but their introduction into the executive branch of the service in charge of minor sub-divisions has nevertheless proved successful on the whole." At the date of his report 14 Sub-Assistants were in charge of sub-divisions and 11 were in charge of construction works.

There is a provisional class of 1st grade Inspectors on R120-150. But this class, it is understood, will be ultimately abolished. Of its four members one is a non-domiciled European, two are Eurasians, and one is a Hindu.

The leave and pensions of the Signalling Branch and of the Upper Subordinate Establishment are regulated by the general rules of the Codes applicable to Uncovenanted Officers, except as regards the inclusion of local allowances in the computation of the pensions of Telegraph-Masters.

Employment in the Signalling Branch is sought mainly by domiciled Europeans, Eurasians, and Hindus. In regard to the relative efficiency of these classes, the Director-General reports that not much distinction can be made between the two former; that they have much the same habits and tastes; that men of both classes when steady and of good health and intelligence make excellent Signallers; that Natives, when young, of good physique, and well acquainted with English, are in their own districts on a par with Europeans and Eurasians, but that they are less efficient and enduring when employed at a distance from their homes, and in a station of which the climate does not suit them; that with increasing age Natives become more immobile than Europeans and Eurasians even in their own Province, and less readily adapt themselves to strange surroundings; and that on emergencies, such as the interruption of communications by floods or cyclones, they are, as a rule, distinctly inferior to the other classes in activity and fertility of resource. In certain unhealthy divisions in which the Department carries on its operations, local Signallers are but scantily procurable, and it is necessary to depute officers from more healthy districts, and from time to time to relieve them. This causes frequent transfers to which Natives are peculiarly averse. Hence the Director-General is led to conclude that a mixed signalling staff is necessary to meet the requirements of the Department.

The Lower Subordinate Establishment consists of Linemen and Sub-Inspectors.

Linemen are required to be able to make joints in wire, bind wire to insulators, fit insulators and brackets, supervise the fitting posts, and detect all line faults which would interrupt or

hinder communication. They are recruited from coolies employed in telegraph work, who exhibit sufficient intelligence to acquire the necessary technical skill, and sufficient physique to support the exposure to climate which the work at times entails. Preference is given to men who are able to read and write. The wages of linemen are regulated by the labour rate prevailing in each division, and vary from R8 to R20.

Sub-Inspectors are selected from linemen of good character and general intelligence, who can read and write the vernacular, and possess the necessary technical knowledge and ability to manage working parties. Sub-Inspectors, who are classed in three grades, must be competent to lay out and construct temporary lines and carry out all details connected with the construction of permanent lines. To qualify him for promotion to the 2nd grade, a Sub-Inspector must be able to keep accounts and travelling journals in the vernacular, while promotion to the 1st grade is given only to men of exceptional acquirements, including a knowledge of English.

The salary of a Sub-Inspector in the 3rd grade is R25, in the 2nd grade R25 to 40, and in the 1st grade R50 to 80. The lower subordinate establishment is manned by the labouring class, and applications for admission to it on the part of members of any other class are rare. The Director-General states that owing to the large field of selection no difficulty has been felt in obtaining efficient linemen, and that the number of linemen qualified to fill the several grades of Sub-Inspector is, as a rule, sufficient to meet the requirements of the Department.

Mr. Steele, a Signaller of the 2nd grade, employed in the Central Telegraph Office Calcutta, urged on behalf of the Signallers, Telegraph-Masters, and Sub-Assistants, that promotion to the upper grades should be open to persons in the lower grades who are willing to undergo a technical examination as to their qualifications, and that examinations should be regularly held to afford such officers the opportunity of promotion.

Mr. Bignell, Chief Superintendent of Telegraphs, Punjab Division, who entered the Department in 1857, expressed an opinion that the time has not yet arrived when Telegraph officers might be educated in India for the superior grades of the Department, and that the education which men undergo who enter the Telegraph Department in India is not sufficient to qualify them for the superintendence of divisions. He remarked that a further disqualification on the part of such persons consists in their want of knowledge of the world. With regard to military operations, he considered that the men in charge of field telegraphs should certainly be Europeans, as it would be difficult to find Natives possessing the energy and coolness required in emergencies, and as extreme accuracy is necessary in military signalling in connection with the transmission of orders. He did not think that any ground exists for the complaint that the promotion of Signallers is not carried out uniformly, and he considered it for the future good of the Department that two men should be recruited annually from England. He saw no objection to the employment in the superior grades of the Department of persons born in India but educated in England; but he did not consider that the education now given in India is such as to secure men of the character required for those grades. He had found the men recruited from Cooper's Hill to be very well qualified in regard to their technical education, and if men are procured from England, he regarded Cooper's Hill as a good school from which to procure them. He advocated pensions being paid at the rate of two shillings to the rupee.

Mr. Duthy, a Superintendent of the 5th grade, who joined the Department in 1869, complained of the slowness of promotion and of its effect on probable pension. He also complained that officers of the Telegraph Department are not granted the allowances given to all other officers of the Public Works Department in Presidency towns, though the power to grant such allowances has been vested in the Director-General by the Government of India. He also referred to the fact that officers of the Department are required, when in camp, to supply themselves with camp equipage at their own expense, although they receive no larger travelling allowances than are granted to other civil officers, who are provided with tents at the cost of Government and although their covenant with the Secretary of State requires that they should be provided with all the articles necessary for the performance of their public duties. He further urged that pensions should be paid in sterling in England at the rate of two shillings to the rupee, and he pointed out that the frequent transfers to which officers of the Department are subject involve most serious expense to those concerned.

As a means of effecting savings in the Department, he advocated the employment of Sub-Assistant Superintendents in small executive charges in substitution for Assistant Superintendents, and the pensioning off of the higher officers of the Department; all of whom would not require to be replaced, as there are now more officers than are necessary. He considered it desirable to recruit the superior appointments to a limited extent (three out of five

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vacancies) in England, but he added that men might be obtained from Rurki who would be competent to enter the Department in the superior grades if the college afforded the necessary instruction, which is not at present the case, there being no course of telegraph engineering at Rurki. He had no reason to suppose that any unfairness had been shown to Signallers in the matter of promotion.

Mr. Murray, Sub-Assistant Superintendent, 2nd grade, who had entered the Department at the age of eleven as a Signaller in 1863, complained of the slowness of promotion and expressed an opinion that the Sub-Assistants' grade should be placed on the same footing as the Sub-Engineers' grade in the Public Works Department, and that a certain number of appointments in the superior grades should be reserved for Sub-Assistants who are thoroughly acquainted with the working of all branches of the Department. He also thought that when in charge of sub-divisions, Sub-Assistants should receive the same travelling allowances as Assistants.

Mr. Reynolds, who joined the Department in 1868, and is at present officiating as Director, Traffic Branch, described the duties which devolve on the principal officers of the Department under the Director-General. He explained that, as Director of Traffic, he is required to regulate the establishments in all signal offices throughout the country in accordance with traffic requirements; to deal with electrical questions and improved methods of working in conjunction with the Director-General or Deputy Director-General, and also to consider all projects for extensions. He further explained that the control of the actual electrical working devolves primarily on the Director of Traffic, who, moreover, conducts all ordinary correspondence in connection with tariff matters (including the tariffs with foreign countries), message revenue, signal office regulations, discipline, and arrangements with the Press and Postal Departments. In regard to the duties of a Superintendent, he explained that officers of that class, when not holding special appointments such as the charge of stores, workshops, check office, &c., usually have charge of a division, the size of which is arranged in accordance with traffic requirements and facilities for travelling. For the general administration of telegraphic matters within his division the Superintendent is responsible, subject to the regulations of the Department, and also for all construction work and for the proper adaptation of establishments to actual requirements. Mr. Reynolds also explained that Assistant Superintendents have charge of sub-divisions varying from four to six hundred miles in size, and that their duties include the maintenance of communication, the inspection of offices, the carrying out of repairs and construction works, the examination of the office staff in signalling, and in many places the technical supervision and maintenance of the railway offices as well as of the telephone lines within the limits of the sub-division. The duties of Sub-Assistant Superintendents, which class has been very much enlarged of late years, are similar to those of Assistant Superintendents, but of a less important nature. There is also a class of officers known as Honorary Assistant Superintendents, consisting of men to whom that title was granted in consideration of long and good service as Sub-Assistants, and who receive the same salary as Sub-Assistant Superintendents of the 1st grade. Mr. Reynolds observed that several of the Sub-Assistant Superintendents are in charge of the less important sub-divisions, the number of which constantly increases, and that, as a rule, they perform their duties with efficiency. He considered that there are a large number of sub-divisions which might with advantage be held by officers of this class. All the Sub-Assistant Superintendents enter the Department as Signallers on ₹40, but none of them have been trained at Rurki. As regards recruitment for the superior grades of the Department, Mr. Reynolds expressed a preference for recruiting from the signalling branch, because it would give encouragement to the lower service if men knew that they could rise from the working to the controlling grades; but if the supply of officers from England is not maintained or is reduced, he considered that it would be better to resort to Rurki for recruits for the higher grades. He believed that the Engineers educated at Rurki were considered competent by the Department under which they served. In reply to a question whether any of the officers who at present have charge of sub-divisions are qualified to become Assistant Superintendents, Mr. Reynolds said that men of this class are, as a rule, wanting in resource and in capacity and will to take the initiative and to incur responsibilities, while their deficiency in general education and want of social position would necessarily place them at a disadvantage in securing departmental interests. At the same time he advocated an opportunity of promotion being given to qualified men who have risen from the working grades. He could not, however, advocate recruitment exclusively in India, inasmuch as, in a progressive science such as Telegraphy, it is a great advantage to have, at all events, a certain number of men in the superior grades who are in the habit of taking leave to England and keeping touch with European Telegraphy and who personally know the officials of other countries. He doubted whether many youths recruited in India would frequently visit England. In answer

to a question regarding the effects of the block in promotion upon the Cooper's Hill men, Mr. Reynolds observed that inasmuch as these officers receive during the first ten years of their service annual increments of salary for approved service, irrespective of vacancies, and inasmuch as none of them have yet served ten years, the block in promotion has not yet affected them. He also explained that a previous witness (Mr. Duthy) was mistaken in supposing that Presidency allowances have been sanctioned for Telegraph officers, and that, in regard to the frequency of transfers, the work of the Department, especially on occasions of emergency, demands great mobility on the part of the small staff of superior officers. He expressed his belief that every Native officer of sufficient service in the Department has had an opportunity of becoming a Telegraph-Master, but that many have shown themselves unfit for promotion to that post on account of their incapacity to control European and Eurasian subordinates. He observed that the reason why Natives of Asiatic parentage do not enter the Department more freely, is probably that the work is too hard for them, that it involves liability to night duty and distant transfers; and that it does not offer the dignity and repose which are so attractive to the higher classes of educated Natives, who prefer service in their own Province. At the same time he allowed that instances are not wanting in which Natives had done well in the subordinate grades. Lastly, Mr. Reynolds remarked that, while he saw no objection to a partial recruitment in India for the higher grades of the Department, he thought that it would be a mistake to discontinue altogether recruitment in England, inasmuch as by recruiting in England the tone of the Department is maintained and men trained in India are encouraged to work up to the English standard. He observed :—"Our obligations to the Government, the public, and the foreign administrations with which we are associated in carrying on the international telegraph traffic of the world, require that our efficiency should be most rigidly maintained."

Mr. Brooke, Director, Construction Branch, who joined the Department in 1857, expressed an opinion that the subordinate staff of the Department render efficient service in small sub-divisions, but that, when placed in charge of larger sub-divisions, they do not seem to have a sufficient grasp of the work. He also thought that they are not strong enough to maintain discipline, and that, owing to their inferior education and social status, they get into trouble with local officials which men of a better class would avoid. He did not know any man in the subordinate grades whom he considered fit for promotion to the superior grades. He observed that Asiatic Native subordinates had been placed in charge of sub-divisions because qualified men had not been available. He considered the officers obtained from England to be very good men, and he remarked that, being well-grounded in the theoretical part of construction, they very soon become capable of undertaking practical construction, in which, on first arrival in India, they are required to go through a course of instruction at the Calcutta Workshops. Having learnt the duties connected with construction, they are appointed to the charge of sub-divisions.

Colonel Mallock, Deputy Director-General, who entered the Department in 1861, considered that the superior grade of officers should certainly come from England, and that, if possible, they should be employed, either before or after entering the Department, in connection with the British Postal-Telegraphs, so as to establish a link between the two systems. He pointed out that while reductions are being carried on in the superior grades, a very large increase is taking place in the number of messages transmitted, and that this increase of work requires that the men employed should be more accustomed to traffic business and varying apparatus. He referred to the sudden development of traffic which took place during the cold weather of 1886-87 in connection with the military operations in Burma as illustrating the necessity for resorting to temporary expedients, which can only be devised by men who thoroughly understand their business. He did not think tha tthe combination of Postal and Telegraph offices accounted for the very large increase of business which has taken place. In regard to the work of inspection, he observed that the experiment of Native Inspectors had been tried in three sub-divisions of railways, but that it was impossible to form an opinion as to the result, as the men were only placed in the position of Assistants. He referred to the case of one Native who was tried as an Inspector on the East-Indian Railway, because of his extraordinary intellectual capacity, but who failed in consequence of inability to exercise sufficient authority in his office and to enforce discipline. He added that there was another Native in the Department (a Parsi) who would probably in time prove efficient as an Inspector on railways. In reply to a question regarding the merits of the men who have been promoted from the subordinate to the superior grades of the Department, Colonel Mallock pointed out that no promotion to the superior grade has been made during the last twenty years, and that the requirements of the Department in regard to technical qualifications have enormously increased

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with the general development of operations, and especially since the establishment of the cable to England. In regard to recruitment, he observed that the increase of work, combined with the reduction in the number of officers in the superior grades, renders it essential that the utmost efficiency should be secured, and these considerations, coupled with the fact that the Department is constantly called upon to supply officers in connection with military expeditions, afford reasons why the upper branch of the Department should be recruited from England. With regard to the existing system of recruitment from Cooper's Hill, Colonel Mallock pointed out that recruits for the Telegraph Department come out to India after having undergone a shorter training, and with less pay and worse prospects than those recruited for the Public Works Department, and that this inferiority could not but result in rendering the Telegraph service less attractive to officers of the best type. He was not in favor of offering any direct appointments in the superior grades of the Department for competition in India, because, with the very limited number of youths of suitable education and character, there would probably be no real competition. He attached great importance, moreover, to officers of the Department possessing a general English mode of thought; and he expressed his opinion that the Department requires a class of men who, having passed out of a public school and having been to a technical college in Europe, are able to hold their own with others, and are also likely to keep themselves acquainted with the progress continually made not only in England but throughout the whole of Europe. He did not consider the training given at Cooper's Hill to be equal to the training which the earlier recruits obtained at Southampton for telegraph work in general: and he observed that men obtained under the earlier system adapted themselves to their duties more readily; but he admitted that they were appointed at a more advanced age. He attached the greatest importance to officers of the Department, before or after joining the Department, becoming acquainted with the details of European telegraphy. He considered the rates of pay attached to appointments in the Department sufficient to attract the services of young men, if there were a continuous flow of promotion, instead of the present block, bearing in mind the difficulty of finding openings for employment in England; but that higher rates of pay would be necessary to secure the services of men of a riper age and possessed of higher qualifications. In regard to Signallers, Colonel Mallock observed that the Lawrence Asylum at Ootacamund undoubtedly supplies the best men. He remarked that the majority of the "local" Signallers are men of pure Asiatic parentage, but that the "general service" Signallers afford a reserve for all India and for operations beyond the frontier. In the case of the "local" Signallers, unwillingness is displayed to transfers to other Provinces. He added that general service Signallers are exposed to various inconveniences on occasions of stress of work or extensions, and he referred to the necessity in India for training every man in the Department and to the impossibility which exists in India, to a far greater extent than in more advanced countries, of obtaining a supply of qualified men on the occurrence of an emergency.

Mr. Luke, C.I.E., who entered the Department in 1868, and who is an Acting Superintendent, 1st grade, considered that the superior grades of the Department should continue to be recruited in England, as it is desirable that the best class of men available should be obtained. He expressed concurrence in the view that inasmuch as the Department is reducing its numbers, and as the complexity of the work and its area increase, greater efficiency is required in each individual and a higher average of efficiency throughout the service. He explained that he had been employed on the occasions of the first and second Afghan Campaigns, from 1875 to 1880, and that he was in charge of a Telegraph line stretching from Peshawar to Kabul. On such occasions it is essential that the officers of the Department, having to associate on field service with officers of a certain standing, should be on the same social footing as those with whom they are called upon to act, and should have the English training and education which alone can fit them for that kind of work. He explained that for the construction of the line of Telegraph between Peshawar and Kabul, local labour was, when necessary, supplemented by working parties from Native regiments, and that, when camping out at a distance from the military forces to which they were attached, it devolved on the officers of the Department to take military command of those parties. On one occasion, he added, an officer of the Department was assigned military duties in addition to his ordinary duties; and generally during the campaign he had been as much subjected to danger as the combatant officers; indeed, more so, having at times to carry on work at a distance from the military posts. Mr. Luke referred to the fact that it had been finally determined not to establish a Military Field Telegraph, the result of which decision would be to oblige the army to rely on the Civil Department and to cause the Sapper organization, called the advance Telegraph, to be subordinated to the Chief Civil officer in the field. He also believed that it is in contemplation to give relative military rank to all Telegraph officers while in the field. Considering the circumstances of India, he thought that the Telegraph Department in India compared favorably with those whose opera-

tions he had witnessed in other countries. In India, however, there is no competition, Telegraphy being a Government monopoly, and the Department is consequently not driven to make improvements. Having regard to the fact that the circumstances of India are so different from those of other countries, he did not think it desirable to establish a competitive examination in India for appointments in the Department. If the superior grades of the Department were recruited from Natives of India, he did not consider that a class of men would be procured who would be likely to keep touch with what is going on in Telegraphy in Europe and America, or that the efficiency of the Department could be maintained. Mr. Luke pointed out the immense political importance of the Telegraph Department in India, and dwelt on the necessity for recruiting for the Department a high class of men on whom reliance could be placed in times of emergency. He thought that better trained men would be obtained from Cooper's Hill, if the course for the Telegraph Department were the same as that for the Engineering Department, the period of training being increased by one year either at Cooper's Hill or at some school where the necessary technical instruction could be given. He referred to the fact that the work of the Telegraph Department is more arduous than that of the Public Works or Forest Departments, and that it sometimes involves great exposure. Lastly, he expressed his opinion that if equally good men are to be procured for the Telegraph Department as for the Public Works and Forest Departments, the officers of the former Department should be placed on the same footing in respect of pay and prospects of promotion as the officers of the Department of Public Works.

Mr. Black, a Telegraph-Master, who had risen from the Signaller grade, and who entered the Department in 1856, observed that the promotion of Signallers to the "good" and "superior" grades depends upon good work or upon working under exceptionally difficult circumstances; and that those Signallers who are posted to large offices or to code lines have, therefore, far better chances of promotion than those posted to small stations where little or no code work is done. He considered that the present number of European officers in the Department is in excess of the requirements of the service. He objected to the existing constitution of the Signalling staff as involving the result that men of the same length of service and with the same qualifications might be in receipt of differing rates of pay, and he pointed out that the "local scale" is not popular with Europeans and Eurasians. He referred to the precarious nature of the allowances granted to Telegraph-Masters, and advocated the introduction of a system of progressive salaries throughout the Department. He further expressed his opinion that the annually-recurring signalling test is unnecessarily severe, and that it presses hardly upon men who have been in the Department for many years; and he asserted that the liability to frequent and distant transfers, with inadequate travelling allowances, produces a feeling of discontent and anxiety. On cross-examination he admitted that transfers are made on public grounds (if not as a punishment), and that it is the object of the Department to locate the most efficient men in the most important offices. He advocated the recruitment of the superior branch of the Telegraph Department from England, as enabling the Department to keep touch with other telegraphic systems throughout the world. He referred to the distaste for night duty which is almost universally felt by Natives, and which tends to deter them from entering the Department. He did not think that the paucity of Natives in the Department is due to the reluctance of those who make appointments to appoint Natives, as there is an examination for admission which is open to all.

Mr. Keely, a Telegraph-Master, who entered the Department as a Signaller in 1873, considered that the subordinate officers of the Telegraph Department are not so well paid as those of other Departments, while their prospects are worse.

Mr. Quinn, a Telegraph-Master, who entered the Department by competition in 1865, observed that the Telegraph-Masters consider it a grievance that the Sub-Assistant grade, which is open to the "superior" lower grades, is closed to the "good" and "average" grades. In regard to Telegraph-Masters' allowances, he pointed out that the effect of transfers was in some cases to deprive Telegraph-Masters of the allowances and thus to reduce their pension; and he objected to the practice of making transfers without first ascertaining whether an appointment of equal status is available for the transferee. He also objected to the annual signalling examination as being unnecessarily severe and as involving hardship to old employés. He admitted that the business of the Department had increased enormously in amount. In reply to a question why there were not more Natives amongst the Signallers, Mr. Quinn explained that the working hours of the Department are inconvenient to Natives in connection with caste observances. He objected to the frequency of transfers, which entail considerable expense on those concerned.

Mr. Bocarro, an Assistant Superintendent in the Bombay Secretariat, who represented an East Indian Association, complained of the rule which requires that the annual examination in

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signalling should be undergone by Signallers of over 15 years' standing, under pain of reduction. He urged that it is hard to call upon Signallers to conform to regulations which were not in existence when they entered the Department. He submitted that Telegraph-Masters in the "good" grade should be eligible for Sub-Assistantships in the same way as Telegraph-Masters in the "superior" grade. He also urged that in a Department such as the Telegraph Department, which has to deal with important official information, it is of vital importance that the employés should be exclusively British subjects.

Mr. Trower, Chief Superintendent, Bombay Division, who joined the Department in 1868, explained that Signallers are appointed according to the results of examinations held when a sufficient number of vacancies exist, and that although the examinations are open to all castes and creeds, the better educated candidates consist of Europeans and Eurasians. He advocated the recruitment of Assistant Superintendents from Englnd, on the ground that considerable responsibilities are thrown upon them, which necessitate a good general education, and that this education is secured by the examination which has to be passed in England; but he added, in rare cases, Sub-Assistant Superintendents might be promoted to the Assistant grade. He pointed out that the existing block in promotion amongst the superior grades, coupled with the poor prospects, would render it very difficult to obtain gentlemen from England unless remedial measures were taken; and he explained that the block is due partly to large recruitment during the years 1868-1872, and partly to reductions in the number of superior appointments. Lastly, in regard to locality and house-rent allowances, the former of which is meant to afford compensation for dearness of provisions, Mr. Trower explained that such allowances are only granted in special localities and on certain lines, which are either on the hills or in remote places; that they are not granted to any officer for whom quarters are provided; and that the only Native officers who are debarred from them are the Natives of the particular locality concerned.

Mr. Raggunath Narayan, a Signaller, drew attention to the fact that Natives are debarred from the special locality and house-rent allowances, whereas such allowances are granted at certain places to Europeans and Eurasians.

Mr. Johnson, Telegraph-Master, 4th grade, who was deputed by the Signalling staff of the Poona office to represent the grievances under which subordinate officers of the Telegraph Department are alleged to labour, complained of the frequency of transfers to which the staff is subjected, and which involve great expense, as the travelling allowances granted are wholly insufficient. He contended that subordinates of the Telegraph Department should be placed on the same footing as the military services in the matter of travelling allowance. He also urged that the period of "casual" leave, which was 10 days, but which has been reduced to six days, should be restored to the former limit; and he complained of the inadequacy of the house accommodation allowed to subordinate officers of the Department. He further suggested the establishment of a provident fund, and he complained of the removal of Telegraph-Masters to make room for Post-Masters, who work both the post and the telegraph. He also urged that a certain number of the higher grades should be thrown open to the subordinate establishments, and that the grade of Sub-Assistant Superintendents should be recruited from the "good" as well as from the "superior" grade, the number of appointments being at the same time largely increased. Mr. Johnson further pointed out that the annual signalling examination is unnecessarily severe, and urged that officers of more than 15 years' service should be exempted from the test. He added that the paucity of Natives on the Signalling staff is probably due to their dislike to the hard work of the Department and to the small prospects.

Mr. O'Brien, Telegraph-Master, 4th grade, complained of the small emoluments and slow prospects of advancement in the Signalling Branch of the Department; also of the frequent transfers with consequent pecuniary losses. He urged that Telegraph-Masters and Signallers of fifteen years' service and upwards should be exempted from the annual examination in signalling, and that promotions in the signalling branch should be made by seniority, a certain number of superior appointments being at the same time thrown open to Sub-Assistant Superintendents. He also advocated a revision of the leave rules, the establishment of a provident fund, and certain modifications in the existing rules relating to accommodation and travelling and house allowances.

Mr. Hari Anand Baput, a Signaller in the Local Service, complained that Native Signallers receive neither house-rent nor special locality allowance, both of which are granted to Europeans and Eurasians. He considered that local Signallers should be confined to one place and general Signallers to one Presidency.

Mr. Hullah, Superintendent, 5th grade, who joined the Department in 1869, and who, when he appeared before the Sub-Committee, was engaged in conducting an examination for the admission of candidates for the telegraph class at Bombay, expressed his opinion

that efficiency as well as seniority must be taken into consideration in promoting to the grade of Telegraph-Master. He thought that, speaking generally, a good Native Signaller is as efficient as a European or Eurasian in manipulation, but that it would be an exception to find a Native of the class obtained for service in the Telegraph Department who would be competent to take charge of one of the large offices or to control European Soldier Signallers. He did not think that men could be so well educated in India as in England for the higher grades, inasmuch as there are not in India the same opportunities for practical instruction; but he considered that in exceptional cases, promotion might be allowed from the Sub-Assistant grade to the superior grade, the number of appointments in the former grade being increased with a view to provide a stimulus, which is much required, to Signallers and Telegraph-Masters. He did not think that transfers are made more frequently than the exigencies of the public service demand, but he would be glad to see more liberal allowances granted to compensate for the loss caused by transfers, especially in the case of married men. He urged that the upper grades of the Department have reason to complain, first of the block in promotion, and secondly of the refusal of the Presidency allowances which are granted to officers of the Public Works Department, and which are drawn by officers of the latter Department when attached to the Telegraph Department. He also contended that their being obliged to provide tents required for Government work, at private expense, was opposed to the terms of the covenant entered into with the Secretary of State, and he explained that no tentage allowance is given to officers of the Telegraph Department.

Mr. Towers, Assistant Superintendent, 1st grade, who is also a member of the Society of Telegraph Engineers, and who entered the Department in 1870, referred at some length to the slowness of promotion in the superior grades of the Department and to its effect on probable pension. He considered that the numerical strength of the superior establishment of the Department might be considerably reduced and that much of the work which is now done by Assistant Superintendents appointed in England might be done as efficiently by men appointed in India (probably by promotion from the signalling branch); at the same time he held that a certain proportion of the higher appointments should continue to be recruited in England. He thought that the ordinary sub-divisional work might be made over to upper subordinates instead of being done by officers of the superior establishment. He considered that those Native Signallers of whom he had had experience performed their duties with efficiency, but he observed that the work of the Department is so hard as not to attract educated Natives, and that the qualifications required in a Signaller for the Telegraph Department are higher than those required in a Signaller on a railway. He explained that on the occurrence of vacancies in the local signalling branch, the practice in the case of the Calcutta office is to insert an advertisement in the Government *Telegraph Gazette*, a publication which is taken in by all the larger mercantile firms and by many Government offices. Advertisements are also posted up in conspicuous places. He added that the withholding of Presidency and Local allowances is a source of great discontent amongst the superior officers of the Department, and that the non-supply of tents for Government work is opposed to the terms of the covenant entered into with the Secretary of State, and is especially hard in view of the particular circumstances under which officers of the Department are called upon to work in the field. Lastly, Mr. Towers pointed out that, under the travelling allowance rules, officers of the Department are required on return from furlough to pay their way from the port of debarkation to places to which they are posted; and he submitted that in cases in which an officer's destination is changed after he has received his orders in England, he should be recouped the additional actual expenses which he has to incur in consequence of the change of his destination, or that he should receive travelling allowance for the difference in mileage between his destination and the nearest port and this destination and the port at which he was ordered to report himself.

Mr. Woodward, Assistant Superintendent, 1st grade, who joined the Department in 1878, complained of the block in promotion amongst the superior grades, and of the fact that Presidency allowances are not granted to officers of the Telegraph Department. He also complained of the curtailment of travelling allowances and of the non-supply of tents at the expense of Government. He did not consider that the requisite training for the higher appointments in the Department could be obtained in India, and he urged that the Department could be worked as efficiently as, and more cheaply than, at present by extending the ranges and powers of Assistant Superintendents, by allowing them to have Sub-Assistant Superintendents to work under them and by increasing their office establishments. He also advocated the creation of extra grades of Chief Superintendents similar to Chief Engineers in the Public Works Department. He thought that Natives were capable of managing small sub-divisions but not large ones, because in the case of the latter the subordinate officers

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are largely composed of Europeans and Eurasians whom a Native would find it difficult to control.

Mr. Thorpe, a Sub-Assistant Superintendent, 1st grade, gave an account of the past reorganization of the Department, with a view to show that it was always intended to enable the subordinate grades to qualify themselves for promotion to the superior appointments. He advocated the recruitment of the higher ranks by open competition amongst Europeans and Natives in India, and saw no necessity for having recourse to England for recruits. He had never been to England, but had not experienced any difficulty in enforcing discipline in a large office such as that at Rangoon, of which he had been in charge.

Mr. Wale, a Telegraph-Master, considered that the existence of the two grades of Assistant Superintendents and Sub-Assistant Superintendents is unnecessary, and advocated the abolition of the former grade. He urged that there is no necessity for the high standard adopted in connection with the annual examination of Signallers, and that these examinations are a hardship on theold employés of the Department. He thought that Signallers of the "average" grade should be eligible for appointment as Telegraph-Masters, subject to their passing a qualifying examination in office routine, &c. After appointment as Telegraph-Masters, he considered the Signallers should not be degraded, unless for misconduct, and with the permission of the Director-General. He advocated vacancies in the grade of Sub-Assistants being filled, as they occur, by means of competition amongst Telegraph-Masters; and he urged that more liberal travelling allowances should be given to officers of the Department when transferred. Lastly, he thought that every opportunity should be afforded to men of the signalling branch to retire from the service without a m edical certificate on the completion of 25 years' service, and he considered that if the grade of Assistant Superintendent were absorbed and recruitment from England discontinued, the present staff of Sub-Assistants, 1st grade, might be designated Assistant Superintendents. In the course of his examination he complained of the rule whereby subordinate officers of the Department are forbidden to sell instruments invented by themselves so long as they remain members of the Department; but he admitted that an officer had been allowed to sell an invention which had not been adopted by the Department, and that when the invention was adopted by the Department, the inventor was recommended for a premium.

Mr. Hanrahan, a Telegraph-Master, complained of the slowness of promotion in the Department, and advocated the introduction of a system of consolidated pay throughout all grades, promotion being thrown open to the highest appointments by competition or approved service. He complained of the frequency of transfers and of having been sent on duty across the frontier with military forces without extra remuneration. He thought that relative rank should be given to officers of the Telegraph Department when in the field. He complained that Telegraph officers are debarred from taking privilege leave except during six specified months (April to September), and that the casual leave rules are different from those which are applied in the case of other Departments. He also urged that the travelling allowances granted are wholly inadequate to meet the large expenses of transfers, especially in the case of married men with families, while the allowance for house-rent is not sufficient to meet the actual charge on that account. In regard to the annual examinations, he explained that they involve special hardship in the case of men who have served for several years in the Department. Lastly, he contended that it should not be in the power of two officers of the Department to declare a man's unfitness for service without reference to medical opinion.

Mr. Warden, a Telegraph-Master, reiterated the complaints of the previous witnesses as to slowness of promotion and the rules regulating privilege and casual leave, and expressed an opinion that the entire signalling branch stands in need of reorganization. He pointed out that since the introduction of the combined offices system, the status of Telegraph-Masters has become very precarious. He considered that Native officers are entitled to the house and other allowances granted to European and Eurasian officers of the Department, and he thought that the standard required by the annual examination in signalling is unnecessarily and unduly severe. He saw no reason why the higher grades of the Department should continue to be recruited from England.

Mr. Halje, a retired Signaller, observed that no reason exists why the grades of Linemen and Sub-Inspectors should not be thrown open to Eurasians and Anglo-Indians. He thought that the class of Assistant Superintendents might be replaced by Sub-Assistant Superintendents and Telegraph-Masters who are perfectly qualified to perform the duties of the higher grade. He considered that the introduction of the local scale was wholly unnecessary, and that it had operated hardly in the case of all officers of the Department. He also

referred to the very onerous nature of the duties which devolve upon Telegraph-Masters, and he urged that the work is not sufficiently remunerated by the small extra allowance granted.

Mr. Muniswami Aiyar, a Signaller of the Local Service, contended that either the "local" and "general" scales should be amalgamated, or that the rate of pay attached to the "local" service should be enhanced; and that the lucrative appointments in the Madras Presidency should be distributed amongst "local" officers, and should not be almost entirely monopolized by general service men. He urged that the standard of the annual examination in signalling is unnecessarily severe, and that no real necessity exists for the examination in the case of old employés of the Department, upon whom it operates hardly. He reiterated the objections of the previous witnesses to the rules relating to privilege and casual leave, and to the fact that Native Signallers are not allowed house-rent, which is granted to European and Eurasian Signallers. Lastly, he represented that the Presidency Office at Madras is altogether undermanned with the result that the men attached to it are overworked, and he advocated an interval of at least 30 minutes for meals.

Mr. Rigg, Sub-Assistant Superintendent, in a written communication to the Sub-Committee, observed that Natives are perfectly competent to perform some of the minor duties of the Department and make fair Signallers, Telegraph-Masters and Sub-Inspectors. He thought that the grade of Assistant Superintendents should be recruited from that of Sub-Assistant Superintendents, and that there is no necessity to recruit from England for the higher grades when perfectly efficient persons are available in India in the lower grades. He compared the position of persons serving in the lower grades of the Telegraph Department with that of persons serving in corresponding grades in other Departments, with the object of showing that the prospects of the former are far worse than those of the latter. In the matter of house-rent, he contended that officials of the Telegraph Department are denied the allowances and privileges granted in other Departments of the public service, and he strongly urged that qualified officers belonging to the class of Sub-Assistant Superintendents should be granted promotion to the higher grade of Assistant Superintendents.

Mr. O'Heara, Telegraph-Master, considered that, although it is necessary to recruit the higher grades to a certain extent from England, in order to secure efficient supervision, greater opportunities of promotion should be afforded to deserving officers of the Sub-Assistant Superintendent class. He advocated the amalgamation of that grade with that of Assistant Superintendents, and the promotion to the amalgamated grade of competent Telegraph-Masters. He deprecated the distinction made between the "local" and "general" scales of pay, and he pointed out that the standard required at the annual examinations in signalling has become impracticable and is universally felt to be unfair in the case of old employés of the Department. Lastly, he urged that the leave rules applicable to the subordinate officers of the Department, who are required to perform such hard work and who are denied the holidays granted to officers in other departments, should be framed in a more liberal spirit; and he referred to the inadequacy of the travelling allowances on the occasion of transfers, especially in the case of married men. He also thought that special allowances should be granted to Telegraph officers serving in hill stations.

Mr. Hand, Assistant Superintendent, who joined the Department in 1872, referred to the frequent transfers which he had been required to undergo and which involved great pecuniary loss, and to the slowness of promotion in the superior grades and its effect on probable pension. He complained that Presidency allowances are withheld from officers of the Telegraph Department, and that tents are not supplied to them, in opposition to the terms of their covenants, for public purposes.

Government of India Central Printing Office.—No. 17 P. S. C.—9-2-88.—510.

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Shri Brihad Bhartiya Samaj
on 31 October, 2019